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ABSTRACT

Seven pilot New York State Education Information Centers (EICs) were established in 1980 to provide comprehensive information referral and advisory services to adults and out-of-school youth on education, job, and career-related topics. The EICs are located in Brooklyn, Harlem, Hempstead, White Plains, Plattsburgh, Syracuse, and Jamestown. Last year nearly 65,000 New Yorkers received information and advice, assessed their goals and qualifications for employment, and initiated career actions necessary for their continued ability to perform in a complex world. The strength of New York's EIC program is based on two factors: the extensive collection of education and career-related materials available in a variety of formats and various levels of complexity in the libraries, and the EIC staff who serve as brokers providing advice, assessment, and advocacy for adults. Each EIC has been making a special effort to reach the disadvantaged, minorities, the rurally isolated, the incarcerated, and people in transition. The state legislature funded the program for an additional year with a goal of creating 22 such services by the year 2000. An out-of-state evaluation team that did a comprehensive summative evaluation concluded that the EIC program is a healthy and effective service that should be continued and expanded. The evaluation team synthesized data from reports and documents from the sites, documentation of policy and procedural changes, a client survey, and focus group interviews. (KC)

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New York State Education Information Centers Program

Summative Evaluation Report

Marilyn D. Jacobson, Ph.D.
University of Illinois at Chicago

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Albany, New York

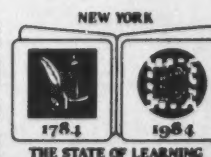
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Table of Contents

Chapter One: Introduction	1
Background	1
The New York EIC Pilot	1
What is an EIC?	1
EIC: Concept or Place?	3
The Evaluation Design	4
Chapter Two: Education Information and Guidance: Was it Needed?	6
The Nation	6
The State	6
Libraries — The National Picture	7
The State Picture: Libraries and Other Programs	8
Chapter Three: The New York State Pilot Project: How did the EIC Program Meet Identified Needs?	11
Objective 1: Development of a Computer-Based Information System	12
Objective 2: The Pilot Sites	13
Objective 3: Training and Technical Assistance	22
Summary	22
Chapter Four: Impacts: What has the Program Meant to Those Involved?	25
Clients/Users	27
SIGI Users	32
Staff	32
Libraries	35
Community	36
General	36
Education	36
Social Services	36
Business	38
Political Processes	38
Conference Calls	38
Nonparticipating Libraries Without EICs	39
Out-of-State EIC Programs	39
Chapter Five: Cost Effectiveness	42
Action Outcomes	43
Chapter Six: Conclusions and Recommendations	44
1. Mission	44
2. Structure	44
3. History	44
4. Statewide Cadre of Committed Professionals	44

5. Albany Management	44
6. Library as Site	44
7. Designation of Target Population	44
8. Training	45
9. Site Selection	45
Problems	45
Unresolved Questions	45
EIC: A Place or a Concept?	45
EIC: A Model	46
Free or Fee?	46
Recommendations	47
1. Continue the Program	47
2. Build on Coordination	48
3. Ensure Appropriate Pre- and In-Service Training	48

List of Tables

Table 1: Distinguished Practices and Critical Outcomes at New York State EICs	21, 22
Table 2: Profile of Education Information Center Users	28
Table 3: A Summary Chart of Action Outcomes from the Survey of Education Information Center Users	29
Table 4: Profile of WEBS Clients by Selected Characteristics	30
Table 5: Characteristics of Clients in Adult Advocacy Services Nationwide (1979)	31
Table 6: Profile of Adult Students in Mid-Career Transition (1978)	31
Table 7: EIC Program Impacts on Professional Staff	35
Table 8: The Influence of EICs on Local Libraries	37

June 1984

To Interested Parties:

The New York State Education Information Centers Program is a healthy and effective program. That is the conclusion of an out-of-state evaluation team that did a comprehensive summative evaluation of the program.

Seven pilot EICs were established in 1980 with the assistance of a generous grant from the W. K. Kellogg Foundation and Federal funds authorized by the Higher Education Act. Their purpose has been to provide comprehensive information, referral and advisement to adults and out-of-school youth on education, job and career-related topics. The EICs are located in Brooklyn, Harlem, Hempstead, White Plains, Plattsburgh, Syracuse and Jamestown.

Last year nearly 65,000 New Yorkers received information and advisement, assessed their goals and qualifications for employment, and initiated career actions necessary for their continued ability to perform in our increasingly complex world. The strength of New York's EIC program is based on two factors: the extensive collection of education and career-related materials available in a variety of formats and various levels of complexity in our libraries and the EIC staff who serve as "brokers" providing advisement, assessment and advocacy for adults. Each individual EIC program has been making a special effort to reach the disadvantaged, minorities, the rurally isolated, the incarcerated and people in transition. Adults now have a place to go to focus on their goals and their options — for jobs, training programs, continuing education programs, and college.

The 1984 State Legislature, recognizing the importance of these services, included funding for the EIC program in the State budget to continue the seven existing sites for one year. The original State Plan envisioned at least one EIC in each of our twenty-two library systems which would help implement one of our Goals for Adult Learning Services: to have information and guidance services available to all by the year 2000. It is anticipated that the strong support for EICs will continue and the Goal will be reached.

I commend this report to you. I am sure you will find it informative.

Sincerely,



Gordon M. Ambach

Acknowledgements

The author wishes to express gratitude for the efforts of others who contributed to this document.

First, Barbara Flynn, Director of the EIC Project, made exemplary efforts on behalf of the pilot EIC project and the evaluation study.

Sheila Murdick, EIC Staff Assistant, was responsible for the statistics which appear in this report. Her ability to digest, interpret, and make accessible volumes of data was remarkable.

Patricia Neighmond, EIC Staff Assistant, developed questionnaires for non-participating libraries and former EIC personnel and summarized the findings with dedication and dispatch.

Appreciation goes to the evaluation team, Drs. Sara Fine and Patrick Penland of the School of Library and Information Science, University of Pittsburgh, who invested their knowledge and experience in a manner designed to ensure that the evaluation would be useful to a number of audiences. Their contributions and professionalism are acknowledged.

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Also many thanks to Patricia Locke of the EIC Staff for her energy and expertise in preparing the report.

About the Author

Marilyn D. Jacobson is an assistant professor of management at the University of Illinois at Chicago. Her interest in programs geared to advance adult learning is evident in a doctoral dissertation study of nontraditional higher education for adults. A grant from the Department of Education supported her national study of centers which provide career and educational guidance to adults. The study involved compiling an inventory of centers located throughout the United States and examining their programmatic elements and administrative structures. More than fifty centers were visited. The two-year investigation included the development of a curriculum for service providers, the convening of a coalition of adult advocate networks and a publication: *Adult Career Advocates Training Project, Final Report*.

Among other studies Dr. Jacobson has directed are a feasibility study in Illinois for the development of a statewide career information delivery system and an evaluation study for a hospital association of a grant-sponsored management and organization development project.

Dr. Jacobson has served as trainer and consultant for a number of organizations, including the National Center for Educational Brokering, the National Center for Research in Vocational Education, the College Board, the Bureau of Social Science Research, community colleges, banks, and industrial firms.

Her publications include: *Career Information Delivery System Feasibility Study Report*; "Computerized Systems of Career Information and Guidance: A State of the Art" in *Journal of Educational Technology Systems*; "Staff," a chapter in *Adult Access to Education and New Careers: A Handbook for Action*; "Access to Choice: The Role of the Intermediary" in *Lifelong Learning — the Adult Years*; and "Career Guidance for Adults: A Movement Toward Managing Change" in *Voc. Ed.*

Chapter One

Introduction

Background

Educational and occupational imperatives are constantly changing in responses to new technologies, shifting demographics, political and economic cycles and value readjustments. As a consequence, individual decision-making in respect to work and learning has become increasingly complex. Since nothing is static, choice is always confounded by new events.

Recognition that individual decision-making is important in preventing labor market imbalances and in achieving a literate, self-supporting citizenry has led the Federal government to enact legislation which encourages and supports state initiatives in providing education and career information and guidance to adults. The intention of the Education Information Centers program, enacted in 1976, was to ensure delivery of information and counseling by developing statewide networks of service providers who would function as educational brokers and labor market intermediaries.

The role of the broker/intermediary is to aid individuals in gaining access to information needed to make choices, to improve the quality of those choices, and to enlarge perspectives so that individuals can visualize how work and learning affect fulfillment of personal goals and plans. The broker connects the needs of the individual with the array of options available for meeting those needs. In addition, the broker/intermediary sometimes becomes an advocate, helping adults to capitalize on opportunities.

The New York EIC Pilot

The focus of this report is the EIC program piloted in New York State between 1980-1983. Although impetus for the information and outreach efforts was provided by a small federal allocation, implementation must be attributed first to the foresight and direction of the New York Board of Regents and then to a grant from the W. K. Kellogg Foundation. A factor which distinguished the New York EIC program from those in other states, and significantly contributed to its impact, was the location of services in local libraries, where additional designated funds augmented other monies earmarked for EICs. Due to previous efforts in the State, which involved cooperative links between service providers, libraries, and the educational community, New York was able to approach far more

closely than other states the vision of coordination and networking at the heart of the national EIC legislation.

Based on the evidence accumulated for this summative evaluation account, the program in New York can be affirmed as effective in terms of delivery of information and guidance statewide, using a coordinated service approach. Effectiveness can be assessed and documented according to a number of dimensions. The four-year program has been subjected to rigorous scrutiny as part of a formative evaluation effort conducted by an out-of-state agency (Formative Evaluation Research Associates) and a summative evaluation conducted by a team composed of Drs. Sara Fine and Patrick Penland from the School of Library and Information Science, University of Pittsburgh and the author of this report, Marilyn D. Jacobson, from the College of Business Administration, University of Illinois at Chicago. A description of the evaluation study design concludes this chapter.

What is an EIC?

The Education Information Centers program was mandated in the 1976 amendments to the Federal Higher Education Act of 1965. An information center was defined in the regulations as "an institution or agency, or combination of institutions or agencies, organized to provide educational information, guidance, counseling and referral services" for a specific geographical area. The purpose was to provide information and referral services with regard to postsecondary education and training programs (admission requirements and procedures), financial assistance, job placement, remedial and tutorial instruction, and guidance and counseling services. Since programs were to be administered through state government, states were to "monitor the accuracy and timeliness of the information." In addition, states were mandated to survey their state for organizations and agencies providing comparable information, referral, and guidance services, and to coordinate EIC activities with those organizations. Concern for costly duplication and fragmentation prompted the admonition to coordinate, and, the allocation of minimal funds reinforced the need to affiliate and cooperate if anything was to be accomplished.

A separate section of the same revised legislation described Lifelong Learning Activities, calling for the development of improved techniques and systems for

guidance and counseling of working and other adults and the establishment of "an informational clearinghouse." Of the two provisions, only the EICs were ever funded and the dollars allotted were meager, amounting the first year to only \$50,000 for most states.

Conceptually, the Information Program and Lifelong Learning legislative items were introduced in recognition of the changes in the marketplace which necessitated continuous training and retraining as well as periodic reassessment of occupational goals. Changes in education responsive to a more egalitarian society and a growing, mature student constituency involved new options, altering traditional time frames, classroom locations, and the way in which teachers and students interacted. Legislators became increasingly aware of what Patricia Cross called the "missing link" in respect to education and work (Cross, 1978). This theory states that learners' needs and interests have to be connected to learning resources which include schools, colleges, universities, proprietary schools, Federal training programs, museums, and learning exchanges. Shifts in marketplace demands, changes in personal career patterns, and new learning formats involve complex calculations of personal need weighed against economic reality and accessibility of appropriate training and education. Most people, it was determined, are ill-equipped to locate and interpret relevant information in light of their individual goals and constraints. In 1976, Congress was responding not merely to the confusion and displacements of a few, but the detrimental societal effects of employment bottlenecks and shortages which result from insufficient or inaccurate information and muddled decision making.

The historical roots of the EIC legislation go deeper than congressional recognition of adult information needs in the mid-seventies. Appreciation of the need was caused by the convergence of two distinct, but related, trends germinating in the 50s and 60s. One trend was the increasing attention to and respect for the special needs of adult learners on the part of educational administrators. As a consequence educational practices evolved that were student-centered, allowing for more self-diagnosis and self-directed inquiry (Houle, 1972). This was appropriate since adult students had vastly different, and often enriched, backgrounds, plus more focused learning objectives. Responding to a diverse student body meant relocating instruction, revising teaching methodologies, and offering more flexible scheduling. Further innovation involved the shift from a course-based to a competency-based standard where mastery could be demonstrated and not tied to class attendance. Adults who had learned on the job, through community organizations, religious institutions, private tutors, or through self-study, and independent learning projects (Tough, 1971) could have certified the knowledge they acquired, so

they could be allowed to move ahead to new learning experiences. While testing to ascertain proficiency was hardly innovative, many institutions broke the time, space, and custom-bound features (Valentine, 1972) which characterized colleges and universities for traditional-aged students and permitted significant proportions of degrees to be earned through examinations.

Adult students engaged in work-related learning tended to focus on the application aspects of education. Education that was responsive to adult needs consequently became more problem-centered. The Serviceman's Readjustment Act of 1944 (the G.I. Bill of Rights) and the Korean Bill of 1952 had previously given credence to education as a means to employment and a vehicle for improving society. Malcolm Knowles (1962) observed that adults were entering into learning experiences to help solve particular life problems. This problem-solving mentality shifted the emphasis from postponing application to a later time to using knowledge immediately. Typically, undergraduate studies had been dedicated to amassing and storing knowledge for future use.

The stimulus for developing adult-oriented programs was the realization that adults constituted an ever increasing percentage of the student population, and demographic projections indicated the trend would continue into the future as the population aged. Following the perception that the number of conventionally aged students would decline was the realization that to remain viable institutions must attract adult students. Institutions facing dwindling enrollments sought ways to reach a population skewed toward middle age.

What was causing so many adults to return to learning environments? The answer to that question illuminates the other major trend: dislocations in the labor market. Often the result of acute labor shortages and bottlenecks, widespread disparities revealed the need for better individual occupational planning and preparation. The individual's stake in job choice could not be disputed; over time the fact that society had a stake came to be appreciated, as numbers of people and whole geographic areas were affected by mismatches between labor market needs and individual choices.

What became apparent in the 70s was that a fair number were experiencing career transitions (Arbeiter, *et al.*, 1978) caused by technological advances, skill obsolescence, industry relocation, or a personal search for more meaningful, challenging work. Added to the many experiencing these kinds of difficulties were the disadvantaged and minorities. Legislation had unblocked their entries into the labor force, but lack of information and direction prevented them from realizing opportunities.

The common element to these two converging forces

was the burgeoning need for information and counseling in respect to education and employment. The fact that it was prudent to assist individuals through the process of decision making led to government intervention which took numerous forms:

- The Vocational Education Act of 1963, as amended in 1976, was a reconceptualization of the relationship of vocational education to the labor market and to the needs of disadvantaged groups and women. Also included in this act was the provision for the National Occupational Information Coordinating Committee (NOICC) and for state Occupational Information Coordinating Committees (SOICCs) which would establish a process to collect and disseminate occupational data and foster cooperation between those who collect occupational information and those who use it.
- The Higher Education Act of 1965, amended, provided for the improved use of existing community learning resources. This legislation also authorized Education Opportunity Centers to provide basic information concerning postsecondary education to low income populations.
- The Career Incentive Act provided funding for development and implementation of career guidance, counseling, placement, and adult and continuing education.
- The Comprehensive Employment and Training Act of 1973 provided for the training, retraining, and advisement of targeted populations which included the disadvantaged, offenders, older workers, minorities, and women.
- The Wagner-Peyser Act of 1933 established the U.S. Employment Service (USES). In the 1960s, the role of the USES was redefined to include interviewing, counseling, career guidance, and referral to jobs and training or other services connected with employment preparation.
- The Library Services and Construction Act provided funding for establishing and extending library services through information centers which would provide access to educational opportunities.

The EIC legislation can be viewed as one of several pieces of legislation designed to bridge the gap between the supply and demand sides of the labor market by enhancing the information and counseling efforts of intermediaries who would assist adults in transition and, thereby, prevent disruptive labor market imbalances. The primary criteria, therefore, to be used in measuring the effectiveness of EIC programs must focus on the following, which flow from EIC regulations

and reflect the intentions of the legislators who drafted the act:

- provision of information, guidance, and counseling which assists persons to identify postsecondary education or training opportunities;
- accessibility to persons within a reasonable distance from the center;
- coordination of services and establishment of a referral network; and
- assistance in making informed occupational choices.

EIC: Concept or Place?

There has been some confusion regarding how the legislative intention to provide an array of comprehensive information, counseling, and referral services was to be operationalized. The word "center" conjures up the notion of place, yet many states have implemented programs that do not depend on a single location for delivery of services. Some states are providing information directly to the public by means of statewide telephone hotlines. Others are utilizing existing local agencies and organizations as conduits for EIC efforts. A few states do not sponsor activities directly but provide information materials and outreach assistance, including referrals and publicity. When there are multiple agencies offering information services under the EIC aegis, states sometimes act as monitors and develop sets of standards by which agencies can be selected for participation in the EIC network. Such standards involve compliance with the legislative mandates, particularly in respect to information. Sometimes the program materialized as a constellation of discrete agencies, each providing some aspect of the EIC mission. For instance, the state of Washington EIC was inaugurated as a state network of 23 local EIC affiliates, which included libraries, community colleges, and community-based organizations. Illinois designated 65 EIC centers which were assessed to be neutral and accessible agents for providing information, education, and career counseling. New York chose public libraries to be the administrative agencies. Since no "right" place or process was dictated by the legislation, a number of practices have been explored. Program stability and longevity have often been the result of selecting a process that was appropriate, given the state's resources, geographic dispersion, economic conditions, and other similar considerations. New York State's effectiveness can be linked to the selection of an administrative approach which capitalized on existing strengths, not the least of which was a pretested alliance between educational institutions and the library system.

The Evaluation Design

This report is designed primarily to communicate the findings of an extensive, multifaceted evaluation. A multidimensional evaluation design was chosen as the appropriate means to capture and communicate the outcomes of the New York EIC program. Such a "multiform, multiapproach, multiactor approach" (Franklin, 1978) was merited in this instance to satisfy the requirements of the W. K. Kellogg Foundation, the major funding agency, and to inform the many audiences to whom this presentation is directed.

Among those who can be expected to have an interest in EIC pilot outcomes are people who represent the education, business, social welfare, and library communities, who have a stake in the continuance of an EIC-type program.

The data which emerged as the evaluation was conducted in New York produced overwhelming evidence that something of note was happening in the State. Accumulated were indicators of high client satisfaction, productive networking and community linkages, and a positive "impact" on librarianship. Consequently, the main issue in preparing the evaluation report, beyond documenting achievement, necessary to assure funding agencies and Federal and state monitors that the EIC project measured up to, and indeed had surpassed their expectations, was to extract from the New York experience practices, policies, approaches, or prescriptions which might be transferable to other sites. It is, therefore, partially with the utilitarian goal of providing useful information about what works and what doesn't and how projects dependent on multiple cooperating parties can be managed, that the report has been organized. At the heart are accounts of exemplary practices and the impacts on diverse audiences. Once the program was established as being effective, the evaluators' task became one of examining the extent of program influence, or what could be called "ripple effects."

The evaluation offers both qualitative and quantitative indicators of achievement and, thus, attempts to answer questions embracing cost effectiveness and efficiency as well as user satisfaction.

Presented here are data from a client survey undertaken as part of a formative evaluation designed by Formative Evaluation Research Associates (FERA) and a series of interviews conducted by a university-based research team selected for the summative evaluation. The summative evaluation concentrates on the spheres of influence of the EIC program. First among these would be the clients served at each of the pilot sites. Since the formative evaluation collected client opinion data, the summative team focused on the impact on other audiences, principally staff, host libraries, the library profession, and entities in local

communities (which includes, but is not limited to, educational organizations, business and industry, social service providers, and government agencies).

The essential components of the evaluation methodology were:

- interviews with EIC site coordinators and staff;
- a focus group interview with EIC coordinators;
- conference calls to agencies which were part of the referral network at each site; and
- reviews of documents and reports from each site highlighting programs and activities.

The focus group interview was selected as a data collection activity, because it afforded the distinctive opportunity for involved persons to discuss mutual issues. Through open-ended discussion regarding EIC programs, the impact of services on various systems could be clarified. Focus group sessions were tape-recorded. Analysis involved organizing the content of the tapes by topics; the unit of analysis was the verbatim quote. The focus group is useful when subjective information is being sought from informed participants. Findings from the focus group, in conjunction with other data sources, provide a rich source of information.

The conference calls were conducted in the manner of focus group interviews, offering a forum for interchange among involved parties.

These sources of data collection were productive in terms of enabling insights. Unquestionably the main advantage of this methodology is that much of the evaluation report can be told in the words of those intimately involved. (For more detailed information regarding the evaluation methodology, see Appendix A.)

The evaluation study did not attempt to assess the *quality* of information provided at the pilot sites. This limitation of the study was not based on disinterest in the information aspects of the program, which are seen as the cornerstone of all EIC activities. Rather, the decision to indirectly review collections in respect to breadth, scope, or relevancy was based on the assumption that librarians bring to the EIC task a heightened sensitivity to information sources and where accurate, reliable, and timely information was available, it would be used. In this regard, EIC librarians acknowledged that materials geared to the needs of adults often were unavailable. Concern regarding data sources was less the issue for EIC staff than the way information was presented to clients. The approach which characterized EIC programs throughout the state was that information was a tool which had to be used critically. EIC users were helped to become more informed consumers of information. Positive client reactions, from vastly divergent populations, suggest that the in-

formation, as it was handled, was relevant and met personal requirements.

The following chapters are sequenced to provide responses to the questions most likely to arise as the reader attempts to understand what activities were encompassed as part of the EIC pilot project in New York, and how New York adapted the EIC concept to its particular needs and constituencies.

Chapter Two looks at the demonstrated need for EIC-type services, especially in New York State, and examines the history of library/education collaboration which presaged fruitful cooperation for the EIC project. Chapter Three responds to questions regarding the manner in which EICs addressed identified needs. The program at each site is described in terms of target

groups, services, and library/EIC relationships. This chapter also includes a table of exemplary practices, which highlights the distinctive services of each site. Chapter Four reveals what the program has meant to those involved. It concentrates on the impact evident on clients, host libraries, staff, and the community. Chapter Five explores the cost effectiveness of the EIC pilot project and basically answers questions regarding the cost benefits derived from management and programmatic decisions. Chapter Six concludes with answers to such questions as: Is there a current need for EIC-type services? Should programs be continued? Are coordinated efforts essential or can one agency do it alone? Why libraries? Is the New York EIC program replicable?

Chapter Two

Education Information and Guidance: Was It Needed?

In order to understand the main features of the New York EIC project, it is necessary to know the context in which the project developed. Events on the national and state scene and conditions in the State tended to make New York "ripe" for a program of this type. In addition, awareness of the distinctive history of library involvement in related activities nationally and in the state helps to explain why and how librarians became an appropriate and integral part of the process.

The Nation

Legislation in the seventies was responsive to what was described previously as two convergent forces: changes in educational offerings which complicated course and program selection, even as it made the process more relevant, and changes in the labor market which precipitated frequent reassessment of occupational goals and necessitated continuous new learning.

At the time the Higher Education Act was amended and the EIC legislation was debated, and ultimately passed, there were a number of organizations across the country which assisted adults by providing educational and training information and by helping them examine personal values and goals, in respect to actual options and opportunities. Service providers had different sponsors and distinct audiences; there were the League of United Latin American Citizens (LULAC), Opportunities Industrialization Centers (OIC), B'nai Brith and Jewish Vocational Service, and Catalyst affiliates. Those in career transition and most seriously in need of assistance were minorities and women. Across the country in YMCAs and YWCAs, churches and storefronts, efforts were under way to help. The Adult Advocates project at Northwestern University (Jacobson, 1979) identified over three hundred centers. Visits made to more than fifty revealed an impressive groundswell of activity. Even though there was minimal funding for these efforts, outcomes were decidedly positive, as individuals felt they had been aided in making significant life decisions (see survey results in Jacobson, 1979).

The National Center for Educational Brokering (NCEB), which developed from an innovative counseling effort in Syracuse, New York, gave visibility to the emerging role of "broker," or person who provided advisement, assessment and advocacy for adults. Fran Macy and Donn Vickers who, with Stephen Bailey,

founded the Regional Learning Service (RLS)* in Syracuse, established NCEB to promote the development of brokering programs and to improve the quality of services to adults. A Bulletin was also initiated to inform service providers about their counterparts across the country and to disseminate knowledge of programs, legislation and relevant publications. If a count of all the service providers on the scene by the late seventies had been made, the number would have been impressive, although short of what was required to make such services accessible to all who needed them. Appreciation for the provision of the EIC legislation for coordination grows as the vastness and the variety of services already in existence is comprehended. However, isolation and fragmentation characterized the scene, for even though many agencies were affiliated with national networks, there was little communication between and among service providers. EICs were conceived as coordinating mechanisms as well as extensions of services where gaps existed.

The State

New York State has a unique history of innovative educational programs. Foremost among the programs designed for adult students is Regents College Degrees which were inaugurated by the Board of Regents. A precursor to the Regent's program were Regents College Examinations, introduced statewide in 1963. However, it was determined that examinations, while important, were not enough. An adult needed to earn a complete degree without going on campus. Even though the demand for such a degree was great, enrollment required considerable advisement, for which a cadre of advisors (the Regents Volunteer Advisory Network) was established. The volunteers counseled students regarding the pursuit of an external degree and assisted them in planning their independent studies.

Libraries became an important adjunct in Regents College Degrees: sometimes merely used as convenient meeting sites for advisors and learners, more often used in a manner that engaged librarians as advisors and mentors. Around this time, the Board of Cooperative Education Services (BOCES), which coordinated programs of the school districts, expanded its adult

* RLS is one of the New York State EIC sites.

education offerings to include persons seeking job skills training.

The presence of Empire State College, a decentralized, non-residential institution, added to the number of options in the State. More adults could exercise the option of individualized programs of study; thus the number and kind of choices expanded further. Learning at Empire State is based primarily on independent study, although seminars are occasionally arranged and mentors assist students to plan and implement learning contracts. Because resources are scattered, local libraries are instrumental in helping students complete study plans.

Often referred to as "nontraditional" programs, the New York State initiatives for adult students greatly enhanced the educational opportunities of its citizenry. At the same time, the array of new possibilities created by these programs fostered confusion among a population whose knowledge of educational offerings and applications was, for the most part, limited. The need for "brokers" or intermediaries increased in direct proportion to the extension of choices.

The two-track convergence witnessed (and discussed earlier) nationally was even more pronounced in New York State which had a declining economic base, a large disadvantaged population, and high unemployment. Industries were leaving the State, partially to find trained persons. Unemployment in some parts of the State exceeded 25 percent and serious pockets of unemployed youth and minorities persisted.

Libraries — The National Picture

By 1876 the library had become a feature of most large American cities and towns (Birge, 1981). Yet the role of the library was to unfold in many different directions and be subject to repeated definition and redefinition as time went on.

The role of the library as an aid to self-education corresponded to the lyceum movement at the turn of the century. However, the expression of that assistance has been debated for over a century. Some librarians, like William Learned in 1924, advocated an active role in helping adults structure their learning programs. Learned suggested that the library be "a community intelligence service" (Birge, 1981, p. 11). Around the same time a commission of librarians, funded by the Carnegie Foundation, advocated organized adult education service in libraries encompassing advice to readers, information about opportunities, and cooperation with other adult education enterprises. Subsequently referred to as Reader's Advisory Services, these activities proliferated during the 1920s. Librarians and learners became involved in an ongoing dialogue about personalized learning goals, interests, and experience. Several meetings were usually held be-

tween librarian and patron to accomplish the learner's objectives. Multiple encounters were themselves a departure from the tradition of one or two impersonal transactions. In order to function in this active way, librarians engaged in training to improve their interviewing techniques and to understand the psychology of learners. For some, the advisory function was troublesome, and they needed to clarify for themselves the difference between advice and guidance. While there were many librarians who felt this kind of "help" exceeded their roles, enough were committed that a "body of professional knowledge began to be formulated on the needs and concerns of adults who wished to undertake self-education and the appropriate methods of service" (Birge, p. 34).

Before the debate about the extent to which librarians should engage in personalized advisement for their typical, middle class patrons could be resolved, a new issue surfaced. A movement developed among librarians, based on the belief that they must assume roles in assisting immigrants to adjust to American life and customs. To advance this cause many libraries became involved in sponsoring programs and offering classes in English as a Second Language. There were a few librarians and others, such as Cyril O. Houle, a University of Chicago education professor, who promulgated an image of the library as a prominent public agency with a service-mission to the community.

This vision was to emerge strongly in the post World War II era, as libraries began to move from being only book depositories to being agencies of real educational value. The emphasis in the continuing debate shifted from the library as a place to the library as a service. Increasingly, the notion of library as a collection gave way to the idea of the library as a professional staff.

Ultimately, the Reader's Advisory Service faded out, mostly because of resource limitations. In the fifties, the trend was to centralize services to achieve economies. However, even as management was consolidated, the pattern which developed was to establish separate services dependent upon separate expertise.

Margaret Monroe, in the mid-sixties in Wisconsin, attempted to revitalize the interest of community groups to the library as a service. Subsequently, programs, such as one in Brooklyn and another in Chicago in conjunction with the Great Books Program, sprang up. However, the separate fiefdoms of the fifties were slow in breaking down.

A persistent theme throughout the history of libraries has been the need for local libraries to be responsive to local needs. This was often manifested in the conduct of systematic studies of communities' needs and resources (ALA, 1960). Over time libraries became quite proficient in assessing their communities' educational needs. Librarians came to realize that there were two-way implications to community in-

volvement. When outside groups participated in planning and implementation, programs tended to be more successful. Librarians needed to be informed about the community, and they, in turn, needed to continuously inform others of the library's role and of its potential (Lipsman, 1972).

Johnson's Great Society initiatives in the sixties included the Library Services and Construction Act, providing for expansion of library services, inservice training for librarians, and the development of services for previously unserved clientele. As a consequence, a number of literacy programs were introduced.

In fact, by 1981, one half of the public libraries surveyed as part of a study on "Libraries in Literacy" (Smith, 1981) were involved in literacy education. Libraries' styles of involvement in literacy education could be charted along a continuum, with most active libraries engaged in assessment of community needs and resources, staff training, materials development, and collaboration with other community groups (Smith, 1981). Dissension among the ranks tended to be around issues of outreach and publicity. Some questioned the appropriateness of "aggressive" attempts to market services or to become embroiled in the local political entanglements of community agencies. These doubts surrounding library programs tended to parallel those which surfaced in connection with the information, guidance, and referral components of EIC-type programs.

In an effort to extend services to the disadvantaged, several libraries experimented with outreach programs. One of the most interesting was the concept of a neighborhood library center pioneered in New Haven (Yin, Kenney, Possner, 1974). Between 1972 and 1975 public libraries in Atlanta, Cleveland, Detroit, Houston, and the Borough of Queens participated in the Neighborhood Information Centers Program (Puryear, 1982). The basis of this program was to expand the role of the library as a citizens' information and referral center. As little city halls in urban neighborhoods, libraries made available to individuals information and advice on "personal problems that arise in daily life; to explain legislation; to help the citizen to benefit from and to use wisely the services provided for him by the state and in general to provide counsel for men and women in the many difficulties which beset them in an increasingly complex world" (Donahue and Peppe, 1971, p. 29). Programs like neighborhood centers have caused information and referral to be a priority service in many public libraries (Puryear, 1982).

Since the 60s, experimental programs have proliferated. The most notable was the Independent Learner Project, which included public libraries in Tulsa, New York, Atlanta, Denver, Miami, Portland, Woodbridge, and Salt Lake City. Learners were helped to plan a program of study. They received guidance in selection and

use of study materials, and were referred to support agencies if there was need. An important feature of these programs was that participating librarians were designated as Learner's Advisors and their role was clearly defined and had credibility in the library system.

As educational options multiplied in the wake of the nontraditional education movement, there were advocates among educators and librarians for more active participation on the part of libraries. The Commission on Nontraditional Study, in its 1973 report, "Diversity by Design," strongly suggested the library be a dynamic force in the education of adults (Gould, 1973; see also Houle, 1974).

In sum, there has been a long standing struggle among librarians about the role of the library. The debate rages between the polarities of active versus passive involvement with patrons. Yet a core of proponents in the library community have kept alive the need for libraries to become full partners in their respective communities with educators in the service of adult learning.

Out of the library's long history, certain themes, important to this discussion, are apparent:

- Librarians have an important contribution to make in assisting adult independent learners.
- A body of knowledge regarding the needs and concerns of adults and appropriate methods of services has been amassed.
- The library can serve as a strategic community agency for referral to postsecondary education and to relevant support services.
- The library can do much to assist the disadvantaged through literacy programs, assistance in obtaining, interpreting and utilizing labor market information.
- The library is a neutral, consumer-oriented, nonthreatening institution accessible to all adults.

The State Picture: Libraries and Other Programs

By all accounts, the record of library innovation in New York State is impressive. Generally, whenever there was an experiment or pioneering effort, a New York State library was involved.

- The Mid-Manhattan Branch of the New York Public Library continues to have a Learner's Advisory Service.
- Most libraries in the State, particularly those in large urban areas, are involved in literacy programs.

— Librarians are involved with Regents College Degrees which have already been cited. The statewide nature of the program and the liaison established between education and local libraries is exceptional and probably unique to New York State.

Libraries in Brooklyn and Queens participated in the Adult Independent Learner Project. The New York Public Library was involved in organizing and monitoring a national series of meetings in the *Times of Crisis* program. Brooklyn Public Library has been a part of many of the experimental programs. In the mid-fifties Brooklyn Public Library offered a Reading Improvement Program. In the mid-sixties the library with the New York City Health Department offered seminars which provided information regarding investments in the New York Stock Exchange. It may not be coincidental that Brooklyn College was among the first to offer nontraditional options to adult students increasing their need to work independently and to seek out the assistance of community resources, most notably, those of the local library.

In 1976, the Regents of The University of the State of New York received a grant from the Fund for the Improvement of Postsecondary Education to establish an educational advisory service for adults in representative public libraries in the state. The New York Public Library, Mid-Manhattan Branch, and three other sites were chosen. One full-time librarian for each site was trained as an educational advisor. Essentially, instruction focused on effecting broader use of library resources, knowledge of community and state resources, recognition of the need for linkages among community agencies and guidance services, and on characteristics and concerns of adult learners. The service attracted a considerable number of users, mostly individuals who were considering a career change or a return to higher education. Most users evaluated the services (in the Mid-Manhattan Branch) as useful (87 percent) or very useful (55 percent) (Jacobson, 1979).

The establishment of the Regional Learning Service (RLS) in Syracuse in 1974 must be recognized as a major milestone in the development of the EIC concept and the establishment of a model independent information, guidance, and referral agency with strong ties to a local library. RLS, originally connected to Syracuse University, was designed to provide the missing link described by Cross between adult learners and the wide variety of new learning options. Positioned in an area rich in public and private educational organizations, RLS determined that a major contribution could be made by providing information, referral, assessment, counseling, and advocacy in neutral settings to prospective learners. The selection, training, and continuous development of "learning consultants" proved to be a most creative and effective way of providing

services to a large and geographically dispersed population. Between 1974 and 1981, RLS was able to serve close to 25,000 individuals. According to evaluation studies, users considered themselves to have been well served (Kordalewski, 1982). RLS provided much of the original impetus for Federal legislation to establish EICs and contributed to the conceptualization of the New York project. In addition, RLS staff conducted training programs for EIC site staff.

A number of similar activities, on a reduced scale, were occurring across the State. For instance, the Long Island Advisory Council on Higher Education conducted a survey in 1975 and compiled an inventory of 568 resources available to Long Island residents. Adult counseling and guidance services at Hofstra University, Adelphi and SUNY Stony Brook, public agencies, and private organizations were involved in advising adults. The need for such assistance was widely recognized in the state (Paltridge and Regan, 1978).

During this period the EXXON Education Foundation, through a major grant to the College Entrance Examination Board, which happens to be located in New York City, sponsored the Future Directions for a Learning Society (FDLS) program to focus attention on ways for improving access and transition for learners. The project concentrated attention on the numbers of people in transition, their needs, and the services which were likely to respond to those needs. Through a series of publications, including *Forty Million Americans in Career Transition: The Need for Information* (CEEBS, 1978) and *Adult Access to Education and New Careers: A Handbook for Action* (1980), problems and solutions were brought to light.

The convergence in the State of those activities led to the following conditions, which can be seen as the impetus for a productive EIC.

- An abundance of educational opportunities
- A large number of nontraditional options freeing learners from time and place constraints
- A climate supportive of innovation and experimentation in education and library programs
- A knowledge base regarding adult learning and advisement needs
- A number of public and private agencies engaged in providing services to adults in transition; some already participating in referral networks
- Extensive evaluation data from earlier library-based programs such as HELAS and RSL which indicated effective services and provided detailed demographic profiles of users
- A cadre of professionals trained in information, advisement, and counseling techniques and a

critical mass of advocates in strategic positions in communities, libraries, and education

- A history of collaboration between the education and library systems

Not to be omitted from a list of conditions which increased the likelihood of successful EIC activities is the

fact that in New York State the administration of education, libraries, and museums is centralized under the Board of Regents. Cooperation is certainly advanced when two disparate entities are linked at the top and cross programming can be mandated rather than subjected to adversarial negotiation.

Chapter Three

The New York State Pilot Project:

How Did The EIC Program Meet Identified Needs?

In this chapter, the focus is on the EIC process in New York State and the manner in which goals and objectives were attained. Evaluation typically begins with an understanding of stated goals and an assessment of how well efforts conducted as part of the program contributed to their achievement. The following is an account of the EIC project as originally conceived in the New York State Plan, the management design for the project, a description of each site, and an account of the accomplishments of each pilot site.

Three broad goals were established in the New York State Plan* for the administration of the Education Information Centers Program:

- ensure the development and delivery of educational information that is comprehensive, impartial and accurate;
- provide equal access to information and counseling services for all residents, with a special outreach to adults who are handicapped, disadvantaged, and geographically isolated;
- support the use of existing institutions and agencies providing information and counseling services and promote cooperation among them.

The plan for achieving these goals included a survey to determine locations, populations served, and funding sources of institutions offering specified services; development of a comprehensive education and career information system; development of a training program for staff; and implementation of a network of pilot EICs in three or four locations across the State.

The agency designated for administration of the State Plan was the Board of Regents of The University of the State of New York in Albany. As noted earlier, the Board of Regents administers all education (elementary, secondary and postsecondary, degree and nondegree), library and museum activities in the State. The unit charged with the responsibility to coordinate the EIC program was the State Education Department's Office of Higher and Professional Education. An EIC management group was formed composed of representatives of these major units:

* The Plan was the result of a provision in the EIC legislation which allocated \$17,000 the first year for planning purposes.

Assistant Commissioner for Higher Education Services

Assistant Commissioner for Libraries

Assistant Commissioner for Occupational and Continuing Education

Director of Vocational Rehabilitation Policy Evaluation and Development

Executive Director, Adult Learning Services

Chief, Office of Independent Study Programs Development

The program was designed in response to studies conducted by the Office of Postsecondary Information Systems which showed that blue collar, low income, older adults, women, and minority groups were increasing their participation in postsecondary education, but were largely underserved by the academic community. Barriers to participation by adults, and particularly by those slighted groups, were identified as cost and lack of time because of job and family commitments, lack of confidence in one's ability, lack of information about where desired programs were offered, and unfamiliarity with the educational establishment. Other studies corroborated these findings; lack of information was consistently reported as being the most critical factor. Reports from previous experimental programs, such as HELAS, cited earlier, confirmed that the public library was a neutral and accessible place for the public to be served. As a consequence, libraries figured prominently as sites for piloting EICs.

The decision regarding the location of the EIC pilot program sites in New York State was the result of considerable discussion by two groups: the Statewide Advisory Council on Adult Learning Services, which had been convened in 1978 when Commissioner Gordon M. Ambach appointed members for the purpose of advising on a number of issues including EICs, and the Education Information Center Advisory Committee, convened in 1979 by the Deputy Commissioner for Higher and Professional Education. Both advisory groups debated the fundamental question of whether libraries would be the only lead agency. Membership of both the Council and Committee ultimately concluded that the program should be library based with the lead agency being either the library or another neutral and accessible organization.

The reasons for giving preference to the public library were neutrality in serving a cross section of the community; identification as a community information resource center; central location and accessibility; and the efficiency of utilizing an existing, well-known institution rather than promoting or establishing others.

The State Plan projected an ideal EIC program that called for one permanent center serving 350,000 residents on the average; one center per public library system region; one center in every county; and mobile units reaching rural, migrant, and seasonal employees. Since there are 22 library systems and 62 counties, 42 centers and 62-72 satellite units were needed. In recognition of the limited funding levels, the plan included the recommendation for the selection of demonstration sites whose characteristics would reflect those of the larger potential user constituency. Thus, the project was geared to test the staffing, training, and program features of the EIC for wider application.

In sum, the New York EIC was to develop comprehensive, impartial, and accurate information, provide that information to underserved audiences, and coordinate institutions and agencies with similar EIC-type missions. To those ends, the EIC project blueprint called for:

1. the development of a computer-based education and career information system;
2. the selection of geographically representative pilot sites where guidance and referral services would be accessible to concentrations of targeted populations; and
3. the training and technical assistance for staff at selected sites and for other service providers.

Objective 1 was addressed by establishing a task force to study the feasibility of developing a computer-based career information system for adults. Objective 2 led to the selection of 6 libraries across the state, each intending to serve all who desired assistance, but each specifying certain designated target groups for special attention. Objective 3 involved a planned and sequenced training agenda which was offered to host-libraries, nonparticipating libraries, and others who expressed interest.

Funding to carry out these initiatives was from a small Federal allocation and a more substantial W. K. Kellogg Foundation grant. The Foundation had a history of interest in adult learning, was particularly sensitive to information needs, and appreciative of the role libraries could play. The two major sources of funding provided \$340,369 the first year, \$239,148 the second. Kellogg Foundation grants in the 4 years of the EIC project amounted to \$886,102. Total funding amounted to \$1,101,869.

Objective 1: Development of a Computer-Based Information System

The New York Information System Task Force, assembled to investigate the data system concept, was comprised of practitioners from across the State, working in various aspects of adult education and counseling. The Task Force was charged with:

- determining the scope of educational and career information necessary to advise adults;
- establishing priorities and roles for the development of an Adult Information System;
- evaluating existing computerized information systems via "hands on" equipment use.

The Federal EIC mandate to the states included developing and/or monitoring the dissemination of occupational and educational information to ensure its accuracy and relevance to the state's adult populations. The Kellogg grant also emphasized the need to examine and test the relevance of existing computer-based systems. The Task Force contracted with Harrisburg Associates to conduct a study to evaluate current systems. The study established criteria based on New York requirements and applied the criteria to computerized systems. Based on extensive research, the Task Force found available systems lacking in important aspects. The major contribution of the Task Force was to identify information necessary for a system geared for adults. Staff are now using the Task Force results as they work with Educational Testing Service in developing an adult version of SIGI (System for Interactive Guidance and Information).

As a consequence of the study, the plan to implement a computerized system statewide was tabled. However, a small allocation from the Kellogg grant made it possible to install SIGI, in its original form, in three pilot sites: Jamestown, Westchester and RLS/Syracuse. Evaluation data includes client, staff, and librarian reaction to this computerized information and counseling system (see Chapter Four).

The selection of libraries as lead agencies in five of the six EICs helped respond to the mandate for comprehensive, impartial, and accurate information. Libraries had established identities as community information centers and histories of reliable information handling, including the ability to classify, store, and retrieve large volumes of information. Additionally, public libraries in New York State, as a result of new initiatives especially Job Information Center (JIC) programs sponsored under the Library Services and Construction Act, had already begun the development of collections and resources tailored to meet educational and career information needs of adults.

Objective 2: The Pilot Sites

In November 1979, a request for proposals to pilot EICs was sent to each of the public library systems and to other persons concerned with educational information services. Selection criteria required that the centers be prepared to accept the broad goals described in the EIC State Plan. Furthermore, centers were to be located in a neutral setting, easily accessible and open to the general public, available in the evening hours and on weekends, and located near public transportation. Services were to be provided free of charge or on an ability-to-pay basis. Each prospective site was expected to create a local advisory board. In addition, the site was to agree to continue the program and integrate it into ongoing services. To accomplish this last objective, each site was to develop a strategy for long-range funding.

Six sites were selected. The Kellogg Foundation provided seed money for the first four listed. Federal funds appropriated under Title IV of the Higher Education Amendments of 1976 (EIC) supported the last two:

Brooklyn Public Library
Nassau Library System (Hempstead)
Nioga Library System
(Niagara Falls)
Regional Learning Service/Onondaga
County Public Library
(Syracuse)
Chautauqua-Cattaraugus Library System
(Jamestown)
Clinton-Essex-Franklin Library System
(Plattsburgh)

Becoming operational from the site perspective meant constituting an advisory board, making policy decisions about whether the EIC should have separate designated space or be integrated into the usual flow of library work, determining how to reach the targeted audience, amassing materials with the proper educational, guidance content, and identifying the agencies and institutions to which referrals could be made. To aid in this last effort, EIC management in Albany undertook a survey to determine the location, services, populations served, and funding of over 1,000 institutions and agencies in the state. The survey provided a comprehensive statewide list of organizations, which was useful to the sites for referral purposes and useful

to Albany for promised communication links, training, and technical assistance.

Target group selection proved to be an early problem encountered by the sites. Because the turn-around time for proposal submission had been short, libraries had little time to assess local needs and determine target populations. Analysis of the feasibility of reaching the groups designated had not been made. Consequently, some sites were forced to revise their original assignment of targeted audiences after the grant was received.

Because of the economic conditions prevailing in the state at the time the EIC project began, the emphasis in services tended to be more job- and employment- rather than education-oriented. In fact, one of the problems that plagued some librarians when the EIC program was publicized was the mistaken belief by users that the service included job placement.

In 1980, the EIC coordinators negotiated with the Department of Labor for a CETA (Comprehensive Employment and Training Act) grant to provide funding for Project LEARN (Library Employment Assistance Reinforcement Network). The grant was designed to help CETA clients improve their career and education decisions and to seek new employment. Five EIC sites received grants in 1980. As a result of the EIC/LEARN experience, a handbook about education/career information and counseling was written to guide other providers of services to CETA clients.

After the second year, the Nioga Library System withdrew from the project. Changes in administration in Niagara Falls resulted in a loss of commitment to the EIC concept. The new administrator was "unsure of the appropriateness of library participation." Two additional sites were added: WEBS (Westchester Educational Brokering Service), a program already in existence in Westchester libraries supported by Kellogg Foundation funds; and the New York Public Library, Countee Cullen (Harlem) branch.

The following pages outline the components of each EIC site.

The summative evaluation team asked staff at each site to identify activities which they considered to be "distinguished" and to list outcomes which they could point to with greatest pride. The table which follows summarizes site activities under two captions, "Distinguished Practices" and "Critical Outcomes." In addition to capturing the flavor and distinctive quality of each site, the table offers information regarding exemplary or replicable practices and typical or representative EIC-type service provider accomplishments.

WEBS (Westchester Educational Brokering Services)*

<i>Description</i>	<i>Staff</i>	<i>Target Groups</i>	<i>Goals</i>	<i>Services/Programs</i>	<i>EIC/Library Relations</i>	<i>Noteworthy Features</i>
Westchester county encompasses a great variety of communities from the very affluent to the very poor. WEBS provides service throughout the system. Counseling is provided at eleven member libraries. Twenty-seven other member libraries refer clients to the eleven for counseling. All 38 member libraries participate in the workshop program. WEBS was originally co-designed and co-directed by Cornell University's New York State School of Industrial and Labor Relations. Cornell continues to assist WEBS in the area of client outreach.	Administrative direction is provided by the Assistant Director of the Library System. Program and services are managed by a Director of Counseling. 1 part-time paraprofessional and 1 part-time counselor assist the Director of Counseling in the WEBS office. 11 part-time counselors provide counseling and workshops in the member libraries.	"Working class" adults (blue collar, clerical and service workers) are the target population but WEBS will serve any adult who lives, works, or attends school in Westchester County.	Provide information and counseling to help clients clarify and/or establish career and educational goals and achieve them. Provide help with self-assessment, exploration of possible career objectives, improvement of job finding skills, investigation of learning options, development of an educational plan and enrollment in an appropriate program	A Career Development Seminar, a seven week, fifteen hour program consisting of two-hour weekly group sessions and one individual session with a professional career counselor constitutes the basic program Adult Job Hunt Workshops Teenage Job Hunt Workshops. A special Job Hunt Workshop for women inmates at Westchester County Jail, and male inmates in Westchester County Penitentiary SIGI Eleven Job Information Centers (JICS) located in member libraries Adult Education Hotline — a county-wide telephone information and referral service	Integrated: all librarians are trained. Counseling is delivered by professional counselors (non-librarians) Libraries mostly supportive and committed Initial resistance overcome with positive results and "hands on effect" in community Individual libraries contribute to cost of seminars located in their libraries	WEBS is represented on the Coordinated Employment Opportunities Council which acts as a clearing-house for information on employment opportunities, provides counseling services and facilitates links with the private sector Extensive evaluation of Career Development Seminar reveals considerable enthusiasm for program WEBS board has representation from business, industry, labor unions, government and educational providers in the county WEBS has served 600 clients a year in Career Development Seminars, 300 per year in its workshops and had 150 SIGI users. The Adult Education Hotline answers 5000 calls per year and the 11 JIC's are used by an approximated 55,000 individuals per year WEBS Seminar was the result of 6 months planning with Cornell. "No short cuts were taken in design"

The Regional Learning Service/Onondaga County Public Library*

<i>Description</i>	<i>Staff</i>	<i>Target Groups</i>	<i>Goals</i>	<i>Services/Programs</i>	<i>EIC/Library Relations</i>	<i>Noteworthy Features</i>
Syracuse, New York is the central location for EIC services which extend throughout Onondaga County. The project is a cooperative venture of the Regional Learning Service (RLS) and the Onondaga County Public Library (OCPL). RSL is a not-for-profit community-based agency, established in 1973. Since that time there have been frequent collaborative projects with OCPL. Onondaga County has a balanced demographic profile. Educational institutions include two-year and four-year colleges and universities and a full range of secondary and proprietary schools.	A number of professionals and paraprofessionals comprise EIC staff, which includes a Coordinator, an Information Assistant who handles the Education Hotline, an Outreach Coordinator and Learning Consultants. All work part-time on EIC for a full-time equivalent of 1.4 staff.	Adults of all ages, from a wide variety of backgrounds and situations Special attention given to reach particular population groups which include economically disadvantaged, minorities, ethnic groups, women, unemployed, rural, placebound and blue collar workers Inmates of the county correctional facility	Provide free a combination of educational and career information and counseling to all adults Update and expand telephone information and referral services Outreach to target populations through community workshops and through links to community agencies Expand the collaborative relationships between and among RLS, OCPL and other community organizations	EIC is part of a broad network providing services to adults. Education Hotline in central library; free educational/career advising appointments in central library, selected other libraries and community centers Community workshops: Basic Job Search Skills for low-income women, minorities, incarcerated, elderly, rural and blue-collar workers Educational HELP column in major daily, cable access TV series Directory of Adult and Continuing Education prepared, published and distributed throughout country SIGI Project LEARN	EIC is separate unit in participating library. OCPL and RLS alliance occurred prior to EIC program. RLS hired to train librarians as part of Adult Independent Learner Project and to provide counseling for JIC program. Workshops on educational/career topics held in central library.	EIC is administered by RLS. It is operated through central library, members, branches, satellites and community centers. During first three years of EIC, almost 5,000 persons were served. Dedicated involvement of Advisory Committee demonstrated in several ways, including: 1) Participated in evaluation of EIC clients; reached 58% of advisees; evaluation results exceedingly positive. 2) Sponsored community reception for Adult Learning Week. Prepared slide show for this event and secured proclamation from County Executive declaring March 24, 1983 Adult Learning Day in Onondaga County. Extensive public relations efforts include a newspaper column, radio interviews and TV cable series. Efforts to reach rural population through Bookmobile not successful. Newspaper HELP column, however, has provided effective access to EIC for rural residents.

* For a full account of RLS activities, see J. Kordalewski and J. Alamprese-Johnson, *Impacts of Services*, 1977 and Kordalewski, *The Regional Learning Service: An Experiment in Freeing Up Lives*, 1982.

New York Public Library: Countee Cullen Branch

Description

This EIC serves central Harlem where the residents are predominately black (94+ percent) with 23 percent having incomes below the Federal Poverty level. Extraordinarily high rates of unemployment and low levels of education.

Staff

1 assigned EIC Coordinator/Librarian and half-time clerk; administrative support from JIC Project Director

Target Groups

Agencies which provide services to adults, and out of school youth such as community colleges and centers, the Urban League, a Rehabilitation Center, an Adult Basic Education Center.

Residents of area served by Countee Cullen Branch and 4 other branches in region

Goals

Provide career (job and education) information to disadvantaged adults in Harlem

Facilitate the formation and activities of the Harlem Education Resource Network

Collect materials and establish files for educational and career information and for referral services

Provide advisement about education/jobs.

Serve as catalyst for better networking

Services/Programs

Workshops and public programs make adults in community aware of educational opportunities

Materials collection consisting of files, literature from local agencies regarding the services they offer and researched, reviewed career-related films

Flyers sent to all agencies, community-based organizations and schools, as well as branch libraries in Harlem

EIC Educational Fair presented to inform Harlem residents about community programs for upgrading skills, basic literacy and college preparation

EIC/Library Relations

Center is established as a separate unit at the library.

Countee Cullen Library, as one of the five libraries in the region, has worked with the other libraries. Materials are shared, referrals made, some exchange of equipment.

Initial reservations by staff about EIC in library overcome as library has experienced increased traffic and applications for library cards.

Continuous support from the administration from the beginning, help from public relations department, also

Noteworthy Features

This is the newest of EIC sites. The formation of a network of fourteen existing institutions and agencies which provide services in Harlem (Harlem Education Resource Network), HERN, was funded as part of the EIC program.

Countee Cullen was only EIC which established network prior to delivery of services. The network works together with EIC to coordinate the use of resources and for referral among participating agencies.

In first five months, served 324 people. In the subsequent twelve months another 1,750 people were served.

Produced a mini-directory for the Education Fair which has served agencies as well as clients

Brooklyn Public Library

Description

Located in Grand Army Plaza, the Brooklyn Public Library is accessible to major lines of transportation.

The exceptionally large facility serves a very great number of clients in a densely populated area.

Staff

9 provide EIC services; only one staff member is paid through EIC grant.

Active support by chief of central library and coordinator of adult services.

Problem with turnover. People get promoted and move on.

Personnel is driven by a complex Civil Service System with large numbers of employees.

Target Groups

Initial groups targeted were the handicapped (especially the blind) and the illiterate adult.

Later amended to handicapped and displaced women workers, those who were entering or re-entering the job market to support themselves and their families.

Goals

Information
Networking/Referring
Tutoring
Literacy
Resume writing
GED classes
Personnel Needs Assessment
Advisement
Career Planning
Reading improvement
Special needs services; e.g., for disabled

Services/Programs

Present materials accessible to target population
Conduct workshops related to careers and education which include resume writing, specific careers workshops and vocational assessment programs
Development of a women's vertical file of material related to women's conferences and programs
Outreach to agencies in the neighborhood include assistance to such agencies as Women in Self Help (WISH), Opportunities Programs for Women, New York Technical College.
Project LEARN

EIC/Library Relations

Integrated into formal library structure
Strong support from library leadership for program
Highly structured, bureaucratic environment
15 branches provide EIC services
Services include: Diagnostic tests, ESL, GED preparation, Reading Improvement
EIC works closely with Youth Service Division of Library

Noteworthy Features

Public library services 4,000 a month despite difficulty for handicapped patrons to access library.
The EIC is open longer than any other EIC (seven days a week, 64 hours).
Initial target population proved to be difficult to serve because of location. Even with a change in target groups, use of the center by the visually handicapped doubled.
Switch to Hispanic population as target group also problematic due to difficulty in finding and retaining Spanish speaking librarians
Selection of displaced homemaker as target group has met with positive results. In year 1982, over 4,800 working and non-working women were served.

Jamestown/Chautauqua-Cattaraugus Library System

<i>Description</i>	<i>Staff</i>	<i>Target Groups</i>	<i>Goals</i>	<i>Services/Programs</i>	<i>EIC/Library Relations</i>	<i>Noteworthy Features</i>
Located in western New York which experienced high unemployment in the late 70s, early 80s. Many rural and difficult to reach communities. The average age is higher than for many parts of the state and income level is lower. 34 libraries in system administered from Prendergast Library in Jamestown which is largest population center for the region. All downtown bus lines are within 1-2 blocks of the library building. Thirty-five percent of Chautauqua and forty-seven percent of Cattaraugus County adults have less than four years of high school education.	1 Person is EIC Coordinator. 1 Person designated as EIC librarian. All librarians trained to offer EIC services.	People in transitional stages of their lives and the rurally isolated	To develop, organize and distribute information on education, jobs and careers To provide help to patrons in using the collection To make appropriate referrals to agencies for services the library does not provide	Establishing, maintaining and developing the information collection Giving help to patrons in accessing the collection Referring patrons to appropriate community agencies Providing technology-based self assessment tools for patrons Books-by-Mail newsletter reaches rurally isolated with information about educational opportunities, financial aids, career planning and job hunting. SIGI Publish and distribute brochures: "Job Finders Guide to Library Resources," "SIGI is at the Prendergast Library," "Unemployed? We Can Help: A Listing of Agencies in Chautauqua County that Provide Helping Services" Project LEARN	EIC concept is integrated into all aspects of the library. No particular space assigned for the EIC; there is a room for SIGI. EIC was first subject specialty in generalist library. EIC coordinator was "freed from structure" to collect materials, conduct outreach activities and promote EIC program. Library committed to EIC. History of receptiveness to new ideas. Librarian Administrator had won American Library Association award for innovation.	Jamestown library has become model for community relations. High unemployment in area was addressed by joint committee composed of community action agencies and local government. Library became the catalyst in developing a network to meet needs of unemployed. Aggressive public relations program has utilized public service announcements, interlibrary promotion, news releases, posters and bookmarks. Community college and other agencies such as Boys Club are expanding their adult services to include EIC and SIGI. CETA incorporated EIC services into regular training sessions. Over three thousand people were served in 1983.

Hempstead/Nassau Library System

<i>Description</i>	<i>Staff</i>	<i>Target Groups</i>	<i>Goals</i>	<i>Services/Programs</i>	<i>EIC/Library Relations</i>	<i>Noteworthy Features</i>
Nassau Library System is located in the Hempstead Public Library. Hempstead's population is 40,504; thirty-eight percent white, 57 percent black and 5 percent other. Unemployment in this suburban community is disproportionately shared by the youth and minority populations.	2 JEIC Librarians 1 EIC Coordinator Staff turnovers and decrease in staff size in 1982 There is staff coverage six days a week. Adult Interagency Specialist who administers EIC program has history of leadership in EIC-type programs in state	Isolated black and Hispanic minorities and out-of-school, out-of-work youth	Provide information and advisement services to population served by library, particularly those targeted for special attention	Development of a bilingual collection. Distribution of bilingual publicity materials Development and distribution of the Job Seekers' Survival Kit (available in Spanish) which includes sample resumes, cover letters, interview questions and a step-by-step guide to finding a job Workshops on job related topics Considerable networking Publication and distribution of <i>Career Campaigns: An Information Guide</i> Project LEARN	EIC is integrated. Materials housed in room next to Reference Room. Structurally, it is one department in the organization structure. Library system was based on EIC-type service. JIC existed for eight years prior to EIC. Difficulty in retaining Spanish speaking librarian. To keep EIC program alive during staff turnover, regular librarians provided services. As a result, all Hempstead staff librarians were trained as EIC providers. Library is seen as a cultural educational center in community — EIC has helped that image. Because of Hempstead program, many nonparticipating member libraries have initiated some resource on educational and career information in their libraries. There are 54 member libraries.	Initial tensions due to multiple agencies involved in management of project. Early target group found to be exceedingly difficult to reach. Teen center which had been established was closed down. Cancellation of the computer-based Educational Opportunity Center program and staff turnover also interfered with EIC program. Ultimately, programs developed served large numbers (approximately 350 a month) most effectively.

Plattsburgh/Clinton-Essex-Franklin Library System

Description

The EIC is located in Plattsburgh Public Library, the central library of the system.

The area served by the three county library system is roughly the size of the state of Connecticut. Almost completely rural, transportation is difficult because of rugged terrain, and some populations are hard to reach.

Within the population, there is a high rate of illiteracy, low education and low socio-economic status to point of poverty.

Staff

Program was subject to changes in personnel. There is one librarian and one full-time clerical person.

Staff under Civil Service

EIC coordinator is Assistant Director of the System.

Target Groups

The long term incarcerated and the rurally isolated

Six prisons in area house over 3,000 inmates; seventy percent of population is black or Hispanic; many are from the New York City area and have less than a high school diploma

Goals

Collect materials on educational, job-related topics

Provide information and advisements to inmates of three local prisons and to rurally isolated in 3-county area

Develop community information files; local employers, agencies, etc.

Develop field sites

Outreach on radio, TV, and newspapers

Services/Programs

Bilingual information and low reading level material distributed to inmates. Monthly program for inmates and meetings with pre-release counselors who are also inmates. Program includes: introduction to library services in Plattsburgh and the EIC network across the state, information about occupations, resume writing. Telephone interviewing and mail response. Library accepts collect calls. Development of vertical file of on-the-job training, apprenticeship programs and referrals for NY City area.

Workshop on women's employment

Bibliography for people who want to start their own businesses in conjunction with a special cottage industries program sponsored by Cooperative Extension Service

Project LEARN

Bookmobile

COIN (Coordinated Occupation Information Network) microfiche available

SIGI is available at Community College, EIC makes referrals

EIC/Library Relations

EIC is separate identified unit which combines efforts with the JIC (Job Information Center).

The EIC is located in one area of the library with a big bulletin board with a sign. The EIC covers one entire alcove of the library. All related materials are gathered in one area.

There are 29 member libraries in system. Outreach to each requires considerable staff travel. Member libraries are autonomous. EIC rents space at Central library.

Noteworthy Features

Program has been particularly strong in target area.

The Advisory Board has been supportive, assisting in distributing EIC manuals, publicizing services and making referrals.

Local companies refer employees to EIC for publications and/or information on jobs and education.

Ties to state university and community college have been established. Some joint programming.

Referrals are made from Job Service because of newspapers from all over country.

More than 3,500 people are served yearly.

Table 1
DISTINGUISHED PRACTICES AND CRITICAL OUTCOMES

<i>Site</i>	<i>Distinguished Practices</i>	<i>Critical Outcomes</i>
Brooklyn Public Library	Links with the community have resulted in workshops given by local business owners, speakers from major industries and banks. Prisoner Release programs, liaisons with State social service agencies, contacts with local politicians. Speakers have been exchanged with local educators. EIC staff teach job seeking skills to high school and college students.	Women who came to the center brought children and introduced them to library services and programs.
Nassau Library System/Hempstead	EIC impact on local community has been extensive. Local businesses list jobs through center. People research out of town companies as part of job search. Linkages have been forged with local agencies for mutual benefit.	One agency which services huge numbers and can't offer personalized attention has chosen to use the EIC for its one-to-one capability. Agency was extremely pleased with the way EIC extends their services.
Clinton-Essex-Franklin Library System/Plattsburgh	Prerelease program for prisoners at two local prisons is acknowledged as effective. Information provided is relevant to geographic area where prisoner will be returning. Outreach involves telephone inquiry and mail follow-up.	The Essex County 4-H Teen Council adopted the theme of "career options" for their year's programming due to program presented by EIC.
Nioga Library System	After two years, this Library System withdrew as an EIC site. During years of operation, several successful workshops were offered.	
Regional Learning Service (RLS) and Onondaga County Public Library	Advisory Committee representative of labor, business and social services is committed and hard working. EIC cable systems TV programs: round-table discussions, interviews with employers, interviews with adult learners, conversations with financial aid officers. HELP column answers specific educational career questions submitted by readers, many of whom are placebound or geographically isolated.	The EIC mobilized agencies for gala during Adult Learning Week which "brought EIC to lips of agencies."
Westchester Educational Brokering Services (WEBS)/Westchester Library System	Empowerment is baseline of career seminar. Participants more self-directed. Extensive research and evaluation capability.	Through visibility and achievements of WEBS services, a librarian was chosen for the New York state Education Department's JTPA Management Council.

Site**Distinguished Practices****Critical Outcomes****Chautauqua-Cattaraugus
Library System/Jamestown**

Linkages in community. Computer guidance brought library into computer age. Enlarged and expanded computer literacy in community.

EIC program aided local industries by helping to put together public service programs, collecting audiovisual materials and conducting computer and library search.

Once launched into its communitywide effort to reduce unemployment, library served as "hub" of activities. Library was flexible and had the trust of the agencies and organizations involved.

Countee Cullen

Cooperative interagency approach. Formation of HERN, Harlem Education Resources Network, was result of New York Public Library's conducting a community information survey, developing a services directory and actually creating a working relationship with other agencies. Prior to HERN, there was little communication between agencies. Now agencies serve their publics better because of interface.

Education Fair was kick-off to EIC program; people got word about services. Agencies have requested workshops as result. Agencies found out about other agencies.

Objective 3: Training and Technical Assistance

Staff development, training (for participating and nonparticipating librarians), and technical assistance were a primary objective of the EIC project. Training needs of staff in participating sites varied considerably. Some sites, namely RLS and WEBS, had undertaken in-depth training programs before inclusion in the EIC project. In fact, RLS staff were frequently called upon as trainers for EIC staff. The WEBS director had been actively engaged in similar projects prior to WEBS and EIC inception. She too served as a trainer for EIC sessions. Many of the librarians had previously been involved in the Independent Learner Project, HELAS, or Regents College Degrees.* In addition, many librarians were instrumental in establishing Job Information Centers featuring job listings from the New York State Employment Service. While training needs varied depending on geographic conditions, targeted population and previous experience, certain core EIC skills were identified and became the basis for a preservice and inservice training/technical assistance agenda. Librarians from nonparticipating sites were also invited to training sessions.

The emphasis during initial training was on materials necessary to provide education and career counsel-

ing, counseling and advising techniques, nontraditional educational options, and the concept of networking among agencies. Later workshops concentrated on programming, public relations, outreach to underserved populations, and evaluation.

The EIC training program coincided with a National Center for Educational Brokering program to train the trainers of adults so they were more attuned to adult needs. Some of the State's training team participated in the NCEB workshops.

The EIC Program collaborated with the New York State Division of Probation in their statewide training program. The program was designed to make probation officers more aware of the services and educational, career information resources that are available in their communities.

Summary

In the mid-sixties, only a few realized that "the tragedy of today's unemployment is that historical and institutional forces, rather than economic ones, prevent the unemployed and underemployed from entering the ranks of well-paid occupations." Herbert Striner, formerly Dean of the Business College at American University, made the statement quoted at a conference on Vocational Guidance in 1967. He was a pioneer in the effort to get a real "life-cycle educational program" started. Among other aspects of his plea for

* Eighteen of the twenty-two public library systems in the state participated in the Adult Independent Learner Program.

government-supported continuing education, he advocated "a counseling process related to other parts of a system dealing with labor market and skill needs." In his speech to counselors, he proposed new information centers, using monthly workshop or seminar techniques. He described counseling as having the role of "bridging", for he insisted that the counselor is the only individual who is in a position "to draw together and synthesize the many strands of information on the basis of which the client can arrive at a solution which the client feels gives him the best chance for success — whatever his goal" (Striner, 1967).

In 1975 in New York State, Lucy T. Comly, Assistant to the Director, Study of Adult Education, wrote a working paper for the study on "The Education of Adults in New York in the Last Quarter of the Twentieth Century." She suggested that such regional projects as the New York State Library Adult Independent Learner Project stimulated effective utilization of state resources. State funding, she concluded, is "important politically and is feasible" (Comly, 1975).

The inaugural address in 1977 of Gordon Ambach as Commissioner of Education most poignantly set the course for New York State as it would assist its citizens to pull the many strands together. He called for expansion of library and information services to help to meet the needs of an aging population. He stressed recurrent education and the need for collaboration by leaders in government, business, industry, labor, the arts, and education in shaping the quality of education so that it is meaningful throughout the stages of life.

A 1980 paper called "Setting Goals for the Future of Adult Learning in New York State: A Background Paper for Regional Forums on Lifelong Learners" built on these themes and established "learner-oriented information and guidance services" (EICs) as a goal. The New York State Goals for Adult Learning Services (1981) adopted by the Board of Regents incorporated information and guidance as Goal 5.

The EIC program in New York State, based on this conceptual framework, has attempted to meet these objectives in a number of ways, the most common of which are:

- information;
- directories of education and training sites in local areas;
- bibliographies in pertinent topic areas such as small business development;
- networking: agencies tend to include — CETA, rehabilitation programs, Literacy Volunteers, adult educators, community colleges, Chambers of Commerce, social services agencies;
- programs: workshops or seminars on such subjects

as resume writing, career investigation (health, banking, computers), job hunting, interviewing, assertiveness training, and concerns of special populations such as handicapped, older adults, blue collar workers. Sometimes programs are jointly sponsored with community colleges, universities and social service agencies;

- speakers;
- telephone lines, either collect or 800 numbers;
- services which include resume analysis, GED courses, personal needs assessment, advisement, career planning, tutoring, and reading improvement.
- Referral is an important aspect of all EICs.

EIC sites were selected as pilots to test the concept and the delivery techniques relevant to various geographical situations or targeted audiences. The New York EIC pilot sites represent a full range of geographical conditions. There is the rural site in Plattsburgh and the densely populated Brooklyn site. Diverse concentrations of age, ethnicity, and race were also represented. Participating sites represent the full range of adults which form the populations underserved by the State Plan and earlier proponents of education/career information and guidance projects. Each site has grappled with unique problems: rural sites have distance and time constraints; they have fewer resources and their locale offers fewer options; urban sites must sometimes combat inexorable poverty and malaise as they try to reverse the trend of generations of citizens who have felt powerless and ineffectual. To be successful each EIC staff person must understand the community and learn to mobilize the resources available. There are many commonalities in EIC activities across the state in terms of "types" of offerings. The manner, however, in which the planning, outreach, and delivery was executed has had to be tailored to the local community.

Common also across the sites were dilemmas, some of which were resolved, while others remained throughout the pilot project. The following summarizes the problematic areas:

Information. Selection of the library as site helped to ensure expertise in accessing information. Previous programs had served as stimulus for amassing career and educational information. Assuring quality of information and sufficient quantity of materials geared to adults was a continuing concern.

Computerized delivery system. A statewide computerized system was deemed infeasible. SIGI, a system designed for high school students, was used with adults.

Selection of target groups. Sites did not have adequate time to investigate alternative target groups before start up. Consequently, changes were made after the project began.

Training and technical assistance. Staff who participated in training had varied needs because of different prior training and experience. Trainers found it difficult to provide experiences which would be neither too elementary for some nor too advanced for others.

A review of the goals for EICs as established in the State Plan leads to the overall conclusion that major

inroads were made in providing "equal access to information and counseling services" and in coordinating the efforts of existing institutions and agencies providing information and guidance. Because of the costs attached to the development of a comprehensive, computerized delivery system and the unavailability of an adult system that would meet New York needs, the first goal of development and delivery of information has been only partially addressed. Placing EICs in libraries, however, helped to ensure the delivery of impartial, accurate, and locally sensitive information.

Chapter Four

Impacts: What has the Program Meant to Those Involved?

One of the most distinctive aspects of the New York EIC program has been the number of audiences who have, through their involvement with the program, been changed, by their own accounts, in most positive ways. The dual purpose of this chapter is to capture the reactions of these various parties to the EIC program in a manner that conveys their experiences in human terms and presents to the many publics, which are concerned with a credible, objective evaluation, the kind of hard evidence on which decisions can be made.

The audiences selected for review are the clients, staff, libraries, and communities involved. For the most part, discussion is confined to those with direct involvement in the EIC project. Some attention is paid

to EIC impact on nonparticipating libraries and librarians. Training, conducted as part of the EIC mission, was provided for EIC staff and other, non-EIC personnel. The impact of the training experience is examined as part of the evaluation process.

In an effort to understand the effects of the EIC on the state, the summative evaluation approach has been to identify as many actors as possible in the program and query them regarding EIC accomplishments. In this way, the full magnitude of program impact could be assessed.

Evaluation methodology, therefore, comprised the following elements:

Audiences	Methodology	Evaluation Questions
EIC Direct Participants		
Clients or users	Survey (designed by FERA, Formative Evaluation Research Associates) in collaboration with EIC staff	How well do clients believe they have been served? Who are the clients being served (their demographic profiles)? What kinds of outcomes have resulted from utilization of EIC services?
	Case studies (submitted by EIC staff at each site)	What happened to typical users of the EIC program?
SIGI Users (a subcategory of clients who used the computerized guidance and information system available at 3 sites)	Survey	How well did the computerized program meet users needs?

Audiences	Methodology	Evaluation Questions
EIC Staff	Individual Interviews A Focus Group Interview (see Chapter Two for description; see also Appendix A)	What did the EIC experience mean to staff personally and as professionals?
Libraries	FERA site visit reports EIC project self-reports	What was the EIC impact on host libraries?
Local Communities, particularly as involved in networking and/or linkages among educational, business, and social service agencies	Conference calls to representative agencies/organizations at each participating site	Have the EIC sites fulfilled the coordination objective of the legislation?
EIC Indirect Participants		Has the EIC program gained a presence in the various communities and across the state?
Trainees Librarians from non-EIC libraries and probation officers	Evaluation forms following training events Questionnaires	What impact did EIC have on those who attended sessions?
		Were learnings shared with colleagues?
		Did changes occur in the sponsoring library as a result?
Non-EIC Libraries	Questionnaires	What influence did the EIC program have on nonparticipating New York State libraries?
Out-of-state librarians with noteworthy education and guidance programs	Questionnaires	What do libraries in other states do to provide education, career advisement to adults?
Librarianship	Evidence from Association reports and conference agendas of dissemination of EIC activities	To what extent has the EIC program changed the image of the librarian?

Evidence which was derived from the methods outlined will be reported in the order given and, wherever possible, in the words of those involved.

Clients/Users

"I feel better and have a clearer picture of myself and my goals."

Discussions between FERA and EIC personnel regarding evaluation of the EIC program began in February of 1982. Evaluation was considered an important endeavor by staff as well as those who had supported the EIC program. A three-step planning process was initiated which consisted of: 1) consultations with the project officers from the Kellogg Foundation, the EIC Director in Albany, and FERA representatives; 2) an evaluation needs assessment workshop; and 3) site visits by FERA to assess evaluation needs as well as to accomplish other objectives.* The conclusion finally drawn was that FERA should focus formative evaluation efforts on obtaining information directly from EIC program users.

Client-centered information had not been generated in any systematic way in most of the sites (WEBS and RLS were exceptions). Client information was difficult to get for most librarians, who felt that data collection might be considered an intrusion by the library patron. Some systematic-user data was kept for SIGI users, primarily because they had to schedule appointments; therefore, names, addresses, and phone numbers were taken.

The workshop in February 1982 plus the site visits yielded evaluation questions which served as the basis for the survey ultimately designed by FERA staff, in conjunction with the EIC director, and administered from Albany. Timing was considered crucial. In November of 1982, the first group of surveys went to recipients of services for whom addresses were available. From November to February of 1983, surveys were sent to a second group of clients who volunteered to participate in an evaluation and who provided their addresses. They were sent questionnaires approximately one month after receiving services. A total of 1,854 surveys were mailed out; 856 were returned. The data presented to the Commissioner of Education in the report, summarized here, is based on all 856 surveys or 46.1 percent of the population surveyed. (See Appendix B for the survey questionnaire.)

The survey confirmed anecdotal evidence, available at each site, that clients believed themselves to have been well served by the EIC program. The demo-

graphic profile which emerged in the aggregate was somewhat unexpected, in terms of low income (60 percent earning less than \$16,000) and high education achievement (71 percent with at least some college experience). Profiles of each site tended to corroborate decisions regarding target group, program mix, outreach efforts and public relations tactics. More than half of those surveyed contacted an EIC for job information. More than 93 percent were occupationally oriented (jobs and career goals). The heavy emphasis on jobs corresponds to the 21 percent unemployment rate of respondents. If females counted as full-time homemakers but designated as being in search of jobs are added to this figure, the percentage of unemployed users jumps to 32.9 percent. Nearly 33 percent indicated that they had taken active steps as a result of their EIC experience. A significant number of others reported gaining clarity about self and goals. EICs were credited particularly with providing information and support.

A typical profile of those whose EIC participation led to action outcomes can be drawn by looking at the five action outcomes listed in Table 2 and examining corresponding information from other parts of the survey.

"I was able to get information about prospective employers."

1. Those who found jobs also indicated that they had found out some new information (91.2 percent), became aware of interests or abilities (66.2 percent), became clearer about goals (64.7 percent), and/or received support to do something about their situation (57.4 percent). Not surprisingly, 91.2 percent of this group considered the EIC program useful and 98.5 percent would recommend the EIC to a friend.

"I found the EIC program very helpful. I am planning to go back to school because of it."

2. Those who enrolled in an adult education program first contacted the EIC about job information (72.8 percent), special training programs (65.4 percent) and college information (38.3 percent). Over 40 percent were having trouble deciding on a career goal. In addition to enrolling in a program, these individuals also benefitted from information (84.0 percent), became more aware of interests and abilities (66.7 percent), became clearer about goals (51.9 percent), and received support to do something about their situation (53.1 percent). Over 86 percent found the program very useful.

The profile varies slightly for the other action outcomes.

"My future looked much more clear; I was able to step out and look at it in a different perspective."

* See "The State of New York Educational Information Centers (EIC) Evaluation Design Summary and Progress Report," FERA (Formative Evaluation Research Associates), March 15, 1983.

Table 2*

PROFILE OF EDUCATION INFORMATION CENTER USERS*

Survey Descriptors		Aggregate Percentages
<i>EIC Users</i>	25+	68.6%
	Unemployed	21.0%
	Earn less than \$16,000	60.1%
	Have at least some college	71.0%
	Attended graduate school or received degrees	19.4%
	Female	63.5%
<i>Reasons for Contacting EIC</i>	Needed information about jobs	55.6%
	Trouble deciding on career goal	37.9%
	Confused about future	36.1%
	Information about college	36.0%
<i>Results</i>	Found some new information	80.8%
	Became aware of interests and abilities	50.8%
	Became clearer about goals	45.8%
	Received support to do something about situation	33.6%
	Began to feel better about what doing	31.5%
<i>Usefulness of EIC</i>	Very useful	72.0%
	Somewhat useful	24.6%
	Not useful	2.3%
<i>Comfortable with Library</i>	Yes	87.1%
	No	2.1%
	Somewhat	6.9%
Action Outcomes		
Found Jobs		7.9%
Entered High School or High School Equivalency		5.1%
Enrolled in Adult Education Program		9.5%
Decided on Skills Training Program		7.1%
Enrolled in College		10.9%
		32.7%

Users benefitted by a measurable change in their life situation.

* University of the State of New York, Survey of Education Information Center Users, designed by John Seeley, Formative Evaluation Research Associates, Ann Arbor, Michigan.

3. Those who enrolled in high school programs first contacted the EIC in need of information about training programs (45.5 percent) and jobs (43.2 percent). The same ancillary benefits were derived. Eighty-one percent found the program very useful.

"I learned about different colleges."

4. Enrollees in college first contacted the EIC for information about college (77.7 percent) and information about jobs (53.2 percent). Ancillary benefits they reported were finding information (84.0 percent), becoming clearer about their goals (66.0 percent), feeling better about what they were doing (45.7 percent), and becoming more aware of their interests or abilities (57.4 percent). Nearly 81 percent found the program very useful.

"I became intrigued with programming computer simulations and am now learning to do that."

5. Those who enrolled in skill training programs approached the EIC with dual needs, information about jobs (72.1 percent) and information about special training programs (73.8 percent). Almost half of this group (47.5 percent) were having trouble deciding on a career goal, and the same percent (47.5 percent) needed information about college. The ancillary results users reported included receiving new information (78.7 percent), obtaining greater clarity about goals (70.5 percent), and increasing awareness of interests and abilities (65.6 percent). Eighty-five percent found the EIC program very useful.

In looking across all action outcomes (Table 3), it is apparent that taking an active step depends primarily

Table 3

A SUMMARY CHART OF ACTION OUTCOMES FROM THE SURVEY OF EDUCATION INFORMATION CENTER USERS*

	Aggregate	Found a Job	Enrolled in Adult Ed.	Enrolled High School Program	Enrolled in College	Enrolled in a Skills Training Program
Employment Status						
Full time	32.1%	58.8%	31.1%	9.1%	30.9%	18.0%
Part time	22.9%	26.5%	14.8%	22.7%	24.5%	32.8%
Unemployed	20.0%	13.2% ¹	30.0%	36.4%	17.0%	19.7%
Age						
18—24	24.6%	29.4%	16.1%	20.5%	25.5%	31.2%
25—34	36.8%	39.7%	32.1%	34.1%	43.6%	26.2%
35—54	31.5%	27.9%	43.2%	36.3%	24.5%	32.8%
Level of Education						
Some H.S.	11.4%	4.4%	11.1%	36.4%	2.1%	16.4%
High School	20.4%	16.2%	27.2%	25.0% ²	19.1%	26.3%
Some College	39.3%	44.1%	30.8%	22.7% ²	55.3%	34.4%
Sex						
Female	65.4%	60.3%	66.7%	54.5%	61.7%	65.6%
Personal Income/Employed Full time³ (\$8,000—15,999)	75.6%	72.5%	42.3%	75.0%	82.8%	72.7%

¹ This unemployment figure is interpreted as respondents' current situations at the time of completing the surveys. It is assumed job status would change to employed when respondents began new positions.

² This high school graduate figure is interpreted as those respondents who completed a high school program after contacting an EIC. Similarly, those with some college apparently completed the high school program and continued on with their education.

³ Nearly all respondents who were employed part time earned less than \$8,000. Their incomes were not included in this column because this would give uneven weight to the less than \$8,000 category.

* University of the State of New York, *Survey of Education Information Center Users*, designed by John Seeley, Formative Evaluation Research Associates, Ann Arbor, Michigan, June 1983.

on income and level of education, and not on sex or age. Those respondents who had action outcomes have lower levels of educational attainment and lower incomes than the total respondents to the survey in these two categories. Thirty-six percent of those with action outcomes are high school graduates or have less education, compared to 25 percent of the total respondents. Seventy-six percent of those with action outcomes earn less than \$16,000 compared to 60 percent of the total survey.

There is essentially little difference in sex or age between the total number of respondents and those with action outcomes. However, comparing individual action outcomes to the aggregate survey results does show some differences. Males are much more likely to enroll in a high school program (11.1 percent increase from males in the aggregate results), and slightly more likely to find a job (7.1 percent increase from the aggregate), and enter college (3.7 percent increase). More females enter adult education programs (3.2 percent increase from females in the aggregate results), and 2.1 percent more take advantage of skills training programs than the aggregate number of females. With respect to age, the 25-34 age range is the most typically served group in the aggregate. When comparing action outcomes, however, this age range is representative only of those who find a job or enroll in college. Those who enter high school, adult education, or skills training programs typically come from the 35-54 age group.

"The WEBS Seminar gave me the courage to take the risks that I need to take."

WEBS data were not included with the client survey, yet evidence similar patterns. The WEBS program also concentrates on jobs, career and educational counseling, and information. Action outcomes include job/career change, job advancement, increased job satisfaction, participation in learning programs, and increased library use (Table 4).

EIC client-based data compare with those of previous studies. One such national study of adult advocacy services (Jacobson, 1979) drew the results indicated in Table 5.

Another study looking at adult students in midcareer change (Paltridge and Regan, 1978) came up with similar figures (Table 6).

Case studies for the Paltridge study centered on seven sites: two of which are EIC locations — Syracuse (RLS), and Long Island, New York (Nassau and Suffolk Counties). The Advocates study included social service agencies, community colleges, universities and colleges, educational broker organizations, and neighborhood centers. Both studies described library programs, especially those initiated in New York State. A

Table 4

**PROFILE OF WEBS CLIENTS BY
SELECTED CHARACTERISTICS***

Descriptive Characteristics	Percentage of Clients
Sex	
Female	74.7%
Age	
25-34	31.1%
35-44	31.1%
Education	
High School	22.6%
Some College	22.3%
College Graduates	26.7%
Employment	
Full Time	62.9%
Unemployed	17.1%
Homemaker	15.2%
Income	
Under 8,000	20.0%
8,000-14,999	35.5%
15,000-19,999	18.4%
Assessment of EIC Program	
Excellent	60.0%
Good	36.1%
Action Outcomes	
Changed Jobs	36.1%
Became Employed	32.8%

* Wittenberg, C., Thresher, J. *WEBS: A career and educational counseling service*. Ithaca, N.Y.: Cornell University, 1982.

common outcome from the data sources were the number of women in transition.

Many of the open-ended comments by clients in the EIC survey can be characterized by this one comment, "I found that there was somewhere to go for information and found that researching is interesting and very worthwhile." Apparently, the empowerment benefits and the "ripple effects" were significant. An unexpected consequence is reflected in the statement of one user, "I received valuable assistance in helping my children make their career goals."

Clients tended to express appreciation in a number of ways. Numerous letters praising staff and services exist in EIC files. Sometimes gratitude was expressed very personally. For instance, in Plattsburgh, one staff person got a box of cookies; another a home cooked French meal. Case studies afford further evidence of client satisfaction and positive utilization.

Table 5

**CHARACTERISTICS OF CLIENTS IN ADULT
ADVOCACY SERVICES NATIONWIDE (1979)***

Characteristics of Clients		Percent of Clients
Sex	Female	71%
Age	Under 30	36%
	31-44	31%
Income	Under \$5,000	28%
	\$5,000-\$10,000	32%
	\$10,000+	36%
Employment	Unemployed	33%
	Underemployed	34%
	Part Time	11%
Information needs listed in order of priority	Careers	87%
	Educational programs	83%
	Occupational training	73%
	Financial aid	65%

* Jacobson, M. *Adult career advocates project final report*. Chicago: Northwestern University, 1979, ED 181 190.

Table 6

PROFILE OF ADULT STUDENTS IN MID-CAREER TRANSITION (1978)*

Characteristics of Adult Students		Percent of Students
Sex	Larger Percentage of Females	
Average Age	38	
Income	\$20,000-\$29,999	26%
	Under \$9,000	20%
	\$9,000-\$14,999	21%
	\$15,000-\$20,000	16%
Education Level	Some college	34%
	Associate degree	31%
	College degree	17%
	High school	7%
Employment	Unemployed	5%
	Employed full time	60%
	Employed part time	17%
	Homemaker	35%

* Paltridge, J. G., Regan, M. *Mid-career change: Adult students in mid-career transition and community support systems developed to meet their needs*. Berkeley: University of California, 1978.

SIGI Users

"SIGI suggested occupations that had never occurred to me."

SIGI responses came from those who had participated in the general survey and those who attended SIGI workshops.

The data from SIGI users was generally positive. On a five point scale, A to F (A equaling most helpful or best), respondents expressed the following reactions:*

SIGI helped to clarify values	77.8%
SIGI helped in career planning	61.5%
SIGI provided helpful information on occupations	79.7%
SIGI was enjoyable	89.2%
SIGI was helpful	73.0%
SIGI led to a better idea of the advantages and disadvantages of different occupations	74.6%

"SIGI is better suited for those entering college; still it filled in a lot of gaps; caused me to think and analyze myself and my values."

SIGI's greatest strength appears to have been in the enjoyment of using the system. Values clarification and information were decided virtues as well. SIGI was least effective in regard to career planning. That finding seems most related to the mixture of responses by mature users. Repeatedly, respondents commented that SIGI was "most helpful for a high school person trying to make a career choice." Others remarked that it "doesn't make provision for those with a BA or an MA." Because of the large percentage of respondents over 35, there was repeated disappointment that SIGI was "not geared to changing occupations at a later age."

In sum, SIGI was found to be excellent for high school students planning a first career and good for those considering retraining. Older, experienced adults who have more education benefit far less. Yet, as the previous statistics reveal, even with its gaps, a computerized system can be well suited for "values clarification" and putting "occupation choices in perspective."

STAFF

EIC staff were queried during personal interviews and during a focus group interview of coordinators to elicit their opinions of the program's impact. Previous EIC pilot site staff members who had left to take other

jobs were sent questionnaires asking for their reactions. Disclosed, as a result of these efforts, was a significant degree of pride in the work accomplished and a sense of personal growth and development. Being a part of the EIC project, they admitted, offered challenges beyond those normally implied in a librarian's job description. In the early stages of the program, EIC staff who were librarians had to overcome some collegial resistance. If they were granted freedom to conduct their EIC tasks, they had an advantage, for some were expected to continue doing regular reference work while also establishing viable centers.

Clearly, dedication and a strong belief in the program were needed, especially since being an EIC staff person meant exploring unfamiliar territory. The outreach requirements of the program necessitated speaking to social, religious, business, and government groups. Networking made identification of agencies and institutions with complementary or supplementary services essential. However, just locating service providers was a difficult first step. Perseverance was expected, as contacts were made, relationships formed, and, subsequently, formal and informal agreements for joint service, programming, or referral were developed. In addition, EIC staff had to become public relations specialists. Designing brochures, writing press releases, composing speeches, and making radio and TV appearances were tasks not included in library school. The needed repertoire of skills far exceeded those of their fellow non-EIC workers.

Librarians who signed on as EIC coordinators and staff felt they had the information component in hand. The EIC staff built on areas of strength. As one individual remarked, "Our strength was in basic library service... we can provide information services. We had better information and more of it than any other place." This critical area of expertise was the foundation from which they could establish atypical skills in advisement/counseling, outreach, public relations, and referral.

Which librarians chose to serve as EIC staff? By their own admission, they were "mavericks." A staffer insisted that her EIC cohorts were "a self-selected group." Another explained, "All are a breed of people that are just somewhat different and willing to take more risks, willing to be out there more, wanting to do, rather than sitting there with the traditional people waiting for clients to come to them." "Innovation," one declared, "always comes from those people who are, by nature, something different from the rest of the people." For those creative types, the EIC program offered "a way to connect to people"; it allowed them to "interact with people in a way that's more rewarding.... You get lots of positive things back to you."

Overcoming territorial problems of other service providers was often cited as a problem area. As a coordina-

* A and B Scores are collapsed. N = 519.

tor explained, "We went to meetings, we did our best to talk about how we were going to help them; we just kept working at it despite the hostility. We kept going to the same meetings and taking the heat." Another responded by saying, "We did not try to do what was already being done, and eventually, people believed us. They believed that we'd make referrals...they're supportive of us now." Adult education providers were consistently described as "hostile" to the new library centers. Over time, EIC staff convinced the educators that "we were a referral agency to all of their educational offerings."

For some centers, turf problems did not surface. In Harlem, for instance, the Harlem Education Resource Network was convened precisely to share resources and pool strengths. At other locations, people sought out the librarians to find materials that they wanted.

The most effective aspects of networking frequently involved an EIC librarian as a representative to an educational or social service agency. In Hempstead, the EIC librarian attended monthly meetings of the Adelphi School of Social Work and the Long Island Coalition for Full Employment. Often such representation was unique because the EIC librarian was the only librarian in such a capacity. On occasion, the EIC person had to be resourceful about being invited to strategic meetings so that the center would gain necessary visibility. Ultimately, community agencies and organizations began to enjoy working with the EIC because "we're consistent." In time they learned that "you can count on us."

Advisement/counseling was an area in which a personal philosophy had to evolve and, where relevant, new competencies acquired. Some debated the differences between advisement and counseling, and drew for themselves clear boundaries regarding what could be handled by the librarian and what should be referred to another resource. One EIC coordinator revealed that she has always "been concerned about drawing lines between where I am a counselor and where I am a librarian." A few centers decided they had "no strength in counseling." They "put energy instead into finding where counseling existed in the community."

Most EIC staff became comfortable with a function that was intended to result in user empowerment. One said, "We are really self-empowering people, as opposed to making them dependent." Advisement was designed to "enable our clients to make informed decisions about where they want to go, what services they want to take advantage of. We give them access to the kind of decision-making skills that they need before they decide which college to attend, which jobs to take, or which kind of training program is needed." Assisting in acquisition of these "life skills" transcended career counseling for some EIC librarians. Frequently, such

tasks had to be preceded by "making people information-ready."

Advising was a radical departure from typical librarian behavior, which depended upon brief encounters with a multitude of patrons, each viewed as a reference challenge. EIC librarians had to devote "...an hour or three-quarters of an hour to one person" and frequently met with that same person twice on the same topic. New abilities were demanded. Advisement involved isolating "that specific person's need as opposed to everybody else's need" and selecting from the vast information banks only that which directly applied.

How did these mavericks coalesce around the tasks at hand and deliver on so many fronts? One staff member said that "we have a community of purpose to begin with" and "we draw strength from each other." Quite a few had been involved with other experimental programs and "knew each other because we sort of had to band together to defend ourselves." In a sense, a "cadre" was established which pushed for acceptance of the premises on which the EIC program was built.

Monitoring and role models were frequently cited as important. Jean Kordalewski from RLS was an inspiration for many. RLS provided a "philosophical context and a way of relating to clients we all strive for." Bernice MacDonald was another who was credited with "landmark work in this area twenty years ago." The National Center for Educational Brokering was responsible for "making people aware of libraries." NCEB gave credibility to pioneering library programs and expanded the contexts within which innovators operated by bringing nonlibrary and library people together.

Former EIC staff, when asked to capsule the meaningfulness of EIC involvement, reviewed the experience positively. Of the fourteen who completed questionnaires, five stayed in the library community — two of those people were promoted into jobs which still kept them involved with or responsible for the EIC programs.

Quotes from former EIC staffers are listed below and as part of Table 7.

How the program has affected you personally and professionally:

Better professional for the EIC experience: knowledge of library resources; continue to make references in private practice.

Received excellent professional training. Training led to new opportunities.*

* Training at WEBS considered superior to that received for M.S. degree.

Skills which enabled me to provide information and to serve as a catalyst for adults seeking career changes.

Learned to write proposals, evaluate programs, target resources, speak to groups and individuals.

Aware of need to develop a strategy to meet educational or career goals without professional assistance.

Enhanced ability to conduct reference interview; expanded concept of how library can meet the special needs of its patrons; allowed to use versatility as a person and a professional.

Became aware of career needs of displaced homemakers. Helped to attain present position. Access to information.

Sensitized to needs and to potential of libraries collaborating with agencies.

Exemplary aspects of the EIC with which you were involved:

Workshops

Meaningful, quality services which are desperately needed

Efficiently run

People committed to quality

Respect for each person

Commitment to clients' needs

Cooperation with correctional facilities

Staff's ability to form truly helping relationships

Outreach component

Effective networking

Direct help given to adult learners

Program really met its ambitious goals

Access to information

Close working relationships with public libraries

What from your EIC experience did you bring with you to new job?

Use of and knowledge of library resources

Orientation to helping others

Ability to network efficiently with community organizations; teaching and public speaking

Orient new employees to EIC services

Goal of spreading the idea of advising adults in career choices

Ability to see education and training from learner's point of view

Administration of a diverse program, publicizing, encouraging group decision making and staff development

Knowledge of community, especially education opportunities

Phone skills, counseling skills

What have you shared from your EIC experience with new colleagues?

Knowledge of needs of lower socioeconomic unemployed

Materials and training

Knowledge of the literature and resources of career information

Resources

Almost everything

Referrals

Access to networks

Needs of adults for computerized career guidance system

Comments from EIC personnel best convey a sense of what the experience has meant to those involved as service coordinators and providers. A noteworthy theme which persisted during all conversations was a strong feeling of personal efficacy; a belief in one's own competence and satisfaction in doing well.

Table 7

EIC PROGRAM IMPACTS ON PROFESSIONAL STAFF

Personal

Great pride.

I feel that I am helping.

I've gained insight into other people and into myself.

Seeing the results of your efforts — can't be more gratifying.

EIC provided me a chance to do something in an unstructured way.

Experience has been personally recharging.

Working one-to-one with people, most rewarding.

Feeling of having helped.

Enjoy seeing changes in people; people begin to take control over their lives: they are better able to stand up to pressures.

Deeper empathy with powerless people.

Sharpened my skills.

See the Formative Evaluation Research Associates, *Survey on the Use of Education Information Centers (EIC)*, 1983.

LIBRARIES

"Librarians have been surprised at how well the EIC has worked. It has turned out better than they would have expected."

The primary sources for evidence of impact on libraries came from interviews, a focus group interview, FERA site visit reports, and quarterly self-reports by each site.

Professional

This gave me opportunity to do things that are interesting to me, "not straight library work."

I've had greater responsibility for representing and developing services in, with, and for the library and in the community that I had before.

I am responsible for the center and a lot of initiatives related to the network, for the kinds of materials that are ordered, collated, and disseminated, for the nature of the relationships in the network between people, and for establishing interbranch relationships.

Greater appreciation of library resources.

In total, librarians observed significant increases in traffic and increased numbers of library card applications as a result of EIC participation. Because of the constitution of advisory boards and organizations which became part of the EIC network, the library was increasingly perceived as a catalyst for accomplishing mutual goals. The EIC role as intermediary or liaison became, in some communities, "an important way to link job seekers with jobs, illiterates with literacy programs, and handicapped with support services." Perhaps the most important outcome was the reciprocity which developed, with the library looking to the community as a data source and various constituencies in the community looking to the library as a source of real-life survival information. As one agency representative phrased it succinctly, "We make use of EIC; EIC makes use of us."

Table 8 displays, in EIC staff words, their opinions regarding the changes evident in internal library operations and perceptions by the community.

FERA site visits elicited information regarding EIC/Library operations. The information drawn can be summarized according to the aspects listed below:

Goals:

There was consensus in respect to EIC purposes. There was a positive sense of achievement and pride in breadth of services.

Clients:

Little systematic collection of data due to general suspicion of "agencies collecting information." Anecdotal information was encouraging.

Organization:

Somewhat unstable staffing; in some places EIC not preferred jobs.

Library Relationship to Albany:

Good; "accountability without pressure"
"Collegial rather than hierarchical"
"Albany work developmental not prescriptive"

EIC Strengths:

Free service
Number of referral points
Skills of staff; dedication of staff
Library supportiveness
Information collection
Outside and special programming

Outreach
Neutrality of services

Weaknesses:

- Information collection and update
- Networking
- Not enough staff
- Staff instability
- Low status
- Client feedback
- Lack of availability of specialized materials to unserved populations

Factors influencing the future:

- Lack of funding
- Expansion of technical resources
- More in-depth counseling
- Public relations
- Economic conditions
- Pressure on library to be responsive to public

With EIC funding in doubt for 1984, some of the host libraries have absorbed, and will continue, EIC activities, to the extent possible. The following sites have made provisions.

Jamesville

The EIC librarian will continue on limited budget; the board has voted to continue her services as part of the ongoing budget. Board members have become interested in the EIC program — some have used it.

Westchester

Some affiliated libraries have made EIC part of budget.

Syracuse

The EIC is permanent as long as there is some financial support. RLS has adopted the EIC as a separate cost center. As long as there is funding for RLS, it is a line item on the budget.

Plattsburgh

EIC services are permanent in terms of the professional staff. Materials collection and services would have to be curtailed.

New York Public/Countee Cullen

Considerable support exists among upper-level policy decision makers, but dwindling resources may be key factor regarding EIC future. Currently, budgeted to continue at maximum level.

COMMUNITY

A wide variety of organizations, agencies, and institutions were involved as part of the ever-expanding EIC network. Bridges established between the library-based EIC programs and each of the various publics meant that limited resources could be stretched. A constellation of providers, therefore, could greatly enhance the service capability in a particular location. Impact can be analyzed in general terms and in reference to specific community groups.

General

Bringing representatives from the community groups together on the Advisory Board had benefits beyond those anticipated in the State Plan. For example, in Syracuse, Consolidated Industries found common ground to solve problems with other advisory board members. In Jamestown, the serious problem of fourteen percent unemployment could be addressed by a consortium with the library serving as a "hub" for diverse endeavors and a clearinghouse for relevant data.

Education

Referral to education programs was central to the EIC mission. At Countee Cullen, for example, many of the referrals were made to basic education and high school equivalency programs. In addition to sending prospective students to an educational or training institution, EICs served to consolidate information regarding course demand valuable to curriculum planners. Furthermore, because of the numbers who contacted some EICs, courses could fill that hitherto had not been able to attract enough students. A most notable contribution involved the degree to which EIC-referred students had advanced in their thinking. They were seen as more focused, more prepared to undertake programs. Information and advisement at the center was frequently credited by educators as reducing their orientation efforts.

Social Services

The biggest gains here were through establishing referral networks. Secondly, benefits accrued through workshops and joint programming. In some places, the library has been instrumental in diffusing the competitiveness between agencies. Several of the sites were active in the pre-release prisoner programs at local prisons. By and large, the impact in this area has been substantial. Model programs for servicing this population have been developed in Plattsburgh and Syracuse. Agencies dealing with the handicapped have also benefitted from EIC services.

Table 8

IMPACTS ON LIBRARIES

Changes in Internal Operations

Estimates of increased traffic in library ranged from 10% to 27%.

At RLS in Syracuse, research enabled count of increase computed at 6,300.

Attendance at workshops, seminars, SIGI sessions, etc., increased number of library patrons. People who experienced EIC became more aware of library as a place to go.

Increased number of library card applications. According to the survey 15.3% obtained a library card.

Advisory Boards, network representatives tended to become more active library users.

Acceptance in Westchester led to contributions from libraries where workshops being held. This was a great tribute to the WEBS program because the libraries expected to exert no control or influence over the program.

At Jamestown EIC was a "catalyst," causing "changes never expected."

In several sites, EIC was instrument for change in ways that helped to break down rigid structures and enable more flexibility.

There has been a "broadening" perception of reference work information resources. The community is now considered an information resource.

EIC generated staff excitement. Energized some non-EIC librarians.

In Nassau, "the director gets more letters about the EIC function than any other library service. This hits people in a very personal way."

In Brooklyn, people who went to the EIC browsed in the rest of the library. People said that they were no longer intimidated, that the library was a warm and inviting place.

Mothers who went to the EIC brought children. They returned to use the range of library services.

Changes in Perception by Community

Increased awareness of library function to various new constituencies; EIC has been vehicle for "piggybacking other programs."

EIC has, through outreach efforts, addressed groups which had not been typical library users — now they use library.

In Westchester, a librarian was chosen for State Education Department's JTPA Management Council.

Boy's clubs, CETA are using library for first time.

In Nassau, "people who never came to the library before realized they could find something they need."

Librarians are increasingly being asked to serve on community boards.

The library is seen as a cultural, educational center in the community — EIC has helped that image.

The community thinks of the library as more than books — rather a "life information" place.

Business

In Westchester an often-cited example of linkage was the large outplacement project with Consumers Union. The outcomes from the vantage points of user, provider, and business were positive. Job fairs, conducted at several EIC sites, tended to serve the business sector. For instance, at the Jamestown fair, 200 actual jobs were offered and people were interviewed. For those who didn't get jobs, information was made available regarding support services to help during job search.

In some systems, local businesses list jobs through EIC centers. People research out-of-town companies as part of their job search. At Brooklyn, a speaker from Chase Manhattan spoke on financial planning.

Political Processes

As local political agencies became informed, acceptance and support grew. Perhaps the most significant evidence of political impact was the generation of support for the state EIC legislation. In some locations, particularly Syracuse, the EIC has so firmly established itself as an asset in the community, it is perceived as a county service and receives funding from the county legislature.* In some communities, the EIC is publicized as a tool for economic development. Project LEARN exemplifies the collaboration between local manpower programs and the EIC.

Among the reference materials receiving continued use were those training books and manuals developed by Civil Service.

Conference Calls

Data regarding community agencies reaction to the EIC was collected during conference calls to all but the Harlem site. On Monday, June 13, a focus group interview was held instead with representatives from HERN. Members of agencies selected by the other sites as representatives of their network connections were contacted and asked if they would be available for conference calls. On Tuesday, July 12, and Wednesday, July 13, calls were completed with three representatives from each site.

Quotations provided below are aggregated from all seven pilot sites. Agencies which are represented include the broad and diverse list which follows:

Catholic Charities
WISH (Women in Self-Help)
Opportunity Program for Women
Economic Opportunity Center
WERC (Drug and alcohol abuse program of Nassau County Medical Center)

Educational Assistance Center
Literacy Volunteers
Job Service
Boy's Club
Empire State College, Assistant Dean
Consumers' Union
Westchester County Office for Women
Coordinator for Parent Involvement, Syracuse City School District
Onondaga County Correctional Facility
Empire State College, Mentor
Franklin County Employment and Training
Federal Correctional Institution (Ray Brook)
SUNY Plattsburgh, Center for Lifelong Learning
Malcolm King College
Urban League

Quotations from Conference Calls

What difference has the EIC made in your community?

Availability of needed resources

Demystification of world of work for teenagers

Demystification of library

Mobilized services for seniors

Helped to get long-term unemployed jobs

EIC "meets everybody at whatever level they are at"

Impressed with quality of training of staff

Provided new opportunities to do something meaningful for our inmates

EIC has worked with and helped young, poor, women parents.

EIC bridges gap; there is dearth of information about higher education.

Makes a difference to have a person to stimulate interagency cooperation.

Network helps in face of cutbacks.

EIC came at a time it was needed. Uses network to get word out.

Offers central place in terms of information and problem solving

Puts network in touch with full library resources

Library does what other agencies say they're trying to do.

* See J. Kordalewski, *The Regional Learning Service: An Experiment in Freeing Up Lives*, 1982.

What has the EIC meant to your agency or organization?

Increase in referrals. Put in contact with agencies we should know.

My agency is always looking for new resources. I couldn't possibly research all that I'd need. The library provides information that we don't have time or funds to obtain.

Helped us to link with other agencies; we're more aware of what other agencies are doing.

EIC enabled broader dissemination to clients.

Provided seminars and workshops to clients.

We have huge numbers waiting for service -- EIC affords opportunity for client to participate and get materials in small groups at the library. Provides personalized one-to-one services we can't.

Helped us not to duplicate other agencies' services.

One hundred sixty-five people were affected by closure of plant. WEBS worked with employees; 95 percent got jobs.

People who enrolled at Empire State had previously investigated options, knew alternatives. Self-analysis made them further ahead.

Provide essential information to Parent Advisory Council.

EIC helped to get information for prisoners about to be released.

Our agency is farther ahead because of the EIC.

We sent people to EIC to get goals clarified; to get focused.

EIC helps to bring people with unrealistic expectations back to earth.

We've developed relationships helpful to our own agency. Network has promoted friendship and respect.

Has the image of the library changed as a result of the EIC?

Librarians served as role models to clients.

Surprised that library has so much to offer -- reality-oriented program.

Others may disappoint; librarians never do.

My eyes have been opened.

Does a great deal for community. Convenience,

center of county -- new perspective on resources.

Complete aboutface from traditional image -- realistic. Library seems much busier.

Broader based; more than getting books.

Surprised at library involved in such practical, down-to-earth program.

Focal point in community.

Wider usage -- see former inmates at library.

Many more are becoming skilled in using the library.

Certain themes reverberate throughout the conference call tapes and the focus group interviews. From the perspective of the agencies and organizations which comprised the EIC network, the EIC served a valuable purpose. One HERN representative stated it poignantly. "The EIC extends us." By enabling users to be serviced one-to-one, the EIC was able to add another dimension to agencies with large client loads. Also, the EIC supplemented agencies, particularly in terms of information access and interpretation. Further, the EICs were instrumental in helping agencies get to know each other in a framework which sponsored cooperation and respect.

A direct consequence of these new alliances was to reduce duplication and competition. As one representative expressed it, "We now find ways to complement each other." Many mentioned the EIC role as catalyst or stimulus for action. The EICs introduced a new dynamic element into the community picture which provoked action. From all accounts, EICs have changed and enlarged the library image. While respondents didn't explicitly characterize the library as elite or esoteric, there is some apparent surprise and approval in the change, which is described as being "realistic" and "down-to-earth."

NONPARTICIPATING LIBRARIES WITHOUT EICS

Librarians from nonparticipating libraries attended training sessions with EIC personnel. Questionnaires were sent to attendees to assess the influence of training in changing the service patterns of non-EIC libraries. Responses to the questionnaire show the impact of the EIC program on nonparticipating libraries.

OUT-OF-STATE EIC PROGRAMS

Information from six out-of-state EIC-type programs was collected. The following returned questionnaires which described services in their respective locations:

1. Appalachian Adult Education Center (Kentucky)*
2. Free Library of Philadelphia (Pennsylvania)
3. Free Library of Woodbridge (New Jersey)
4. Gallup Public Library (New Mexico)
5. Nebraska Library Commission (Nebraska)
6. Oklahoma State Regents for Higher Education (Oklahoma)

Of the six, only one had a staffed information area, four provided advisement, three offered counseling. The questionnaire from Free Library of Woodbridge reflected a program that resembled closely the EIC program in New York State. This is not surprising since the New Jersey library had participated in the Adult Independent Learner Project and a member of the library staff there codesigned and administered the WEBS program in Westchester.**

The Free Library of Philadelphia formerly housed the Lifelong Learning Center, funded by the Pennsylvania Department of Education. In 1977 when the program began, each client met with an educational consultant (not a librarian) for a forty-five minute, free session. Workshops were offered and a computerized occupational and education information service was available. In 1979, an evaluation of the Center showed considerable client satisfaction, with 72 percent of the survey respondents reporting action outcomes.*** The vestigial services currently offered are the result of sharp funding cutbacks. What is now presented is totally a part of library career/information services.

There are other library systems offering EIC-type services. PLACE (Public Library Adult Continuing Education) at the Cuyahoga County Public Library in Ohio offers information, counseling, referral, and advocacy services. The director of the PLACE program, along with several New York State EIC and a few non-EIC staff librarians form the nucleus of a group which is influencing the profession.

Evidence of their impact can be seen by reviewing library publications, association programs, and conference agendas. There has been greater interest in education and job information. This interest intensified as unemployment soared. New York State librarians have demonstrated concern for outreach community needs, and public relations as evidenced by the

programs presented at the New York Library Association meetings during the past ten years.

New York Library Association Meeting Agendas

Meeting Date	Topic
1973	Program on Community Information Centers
1974	Library Responses to Needs of Residents
1975	How to Provide Job, Consumer Education and Community Information During the Economic Crunch.
1976	Yes, We Can Provide Job Information. But What's the Best Way? The Educational Role of the Public Librarian
1977	Informal Meeting — Outreach
1978	Original JIC Directory Presented
1979	Formation of the Adult Learner/Job Information Services. Committee Workshops on implementing Workshops for JIC-Related Topics.
1980	Program, Special Training for Special Programs.
1981	E/JIC Directory updated: Program entitled, Any Library Can: Meeting the Career and Educational Needs of your Patrons.
1982	Providing Job and Career Information to Special Populations

A similar growth in interest in programs relating to adults is reflected in programming at the national American Library Association meetings since 1978.

American Library Association

Meeting Date	Topic
1978	The Forgotten Disadvantaged Outreach Techniques Career Exploration Setting up an Adult Independent Learning Program
1979	Educational Information Costs: Libraries Left at the Gate Again? Lifelong Learning and the Role of the Library in Non-Traditional Education — speech by ALA president.

* For more information about this model program involving cooperation between libraries and public school, see G. Eyster, "The Interrelating of Library and Basic Education services for Disadvantaged Adults," 1973.

** See J. Thresher, *Final Report of the Adult Independent Learner Project*, Woodbridge Public Library, 1977.

*** See W. Toombs, *A study of Client Reactions: Lifelong Learning Center, the Free Library of Philadelphia*, 1979.

- 1980 Spotlight on New York Job Information and Career Life Planning Services in Public Libraries
Community Information in the '80s: Staff Training for Information and Referral
- 1981 Predictions of the Impact of Socio-Economic and Technical Changes in Library Services.
- 1982 Community Information in the '80s: The Indispensable Library.
- 1983 All day session by WEBS and PLACE directors on career information and advisement services.

SUMMARY

This chapter on *impacts* surveyed a number of constituencies which were affected by the EIC program. There is evidence that clients were well served (survey); staff received meaningful training and found the EIC experience to be personally and professionally rewarding (interviews); libraries enjoyed increased traffic and a better image in the community (interviews, conference calls); nonparticipating libraries incorporated career/information services, because of the EIC example and staff attendance at EIC-sponsored training (questionnaires), and finally, libraries are shedding the traditional image of being responsive only to the middle class and are reaching out to the disadvantaged (interviews and conference calls).

Several other key themes emerged from the impacts data. There is evidence that information was considered both a strength and a weakness. Librarians were concerned that they had sufficient information and that it was accurate and timely. As professionals their standards in respect to information were high, and they were more acutely aware of deficiencies. Nevertheless, community sources cited information services as a plus and declared that their questions or their constituents' questions had been answered. Survey responses regarding information were quite positive.

Networking was apparently a formidable barrier which was mostly surmounted. Territorial problems of other service providers had to be overcome. Considerable time had to be devoted by EIC personnel to outreach efforts which had to be sanctioned by library administration.

Many staff members had to come to terms with some philosophical issues pertaining to their roles as advisors or counselors. In some cases, resolution of these issues meant using outside counselors and establishing a division of tasks.

Continued funding for EIC operation, though in doubt for the program as a whole, was at least partially assured in some libraries, which earmarked resources for EIC-type services. Continuance of the EIC concept seems assured, based on the formation of a collegial network, widespread mentoring, and the development of a nucleus of committed professionals who share a "community of purpose."

Chapter Five

Cost Effectiveness

In the face of positive client response, dedicated high calibre staff and favorable library and community reaction, evaluators cannot help but believe that they are in the presence of a meritorious program. The only indicator left that would prove to be totally convincing would be data that showed minimal dollars had been spent to achieve maximum effect. Actually, New York State statistics tend to reveal just that. Kellogg Foundation and Federal dollars, when added together, are substantial; yet, when computed against concrete evidence of desirable outcomes across a large and diverse state, the inevitable conclusion is that much was accomplished with relatively limited expenditure.

The numbers of people served across the state increased each year as the programs became operational. Even though one, Nioga, dropped out, WEBS and Countee Cullen were added, making a total of seven sites.

Number of people served in	
1980:	26,015
1981:	32,586
1982:	45,273
1983:	65,372 (extrapolated)

Total 169,246

Total funding:*

Kellogg Foundation	\$888,102
Higher Education (EIC)	213,767
Total	\$1,101,869

The cost per person in the aggregate is \$6.51.

The \$6.51 cost is certainly low compared to costs of other similar programs, many of which make no claim to cost efficiency. To be noted in regard to the \$6.51 figure is that it results from using gross funding figures;

* Broken down by year:

	Kellogg	Higher Education	Total
1980	\$228,250	\$112,119	\$340,369
1981	137,500	101,648	\$239,148
1982	304,570		
1983	217,782		

nothing has been deducted from administration, evaluation or information task force costs. However, it must also be acknowledged that figures do not include funds contributed by site libraries which varied from library to library.

The New York EIC program actually experienced an appreciable drop in cost per client.

The cost per person in	1980	—	\$13.08
	1981	—	7.33
	1982	—	6.73
	1983	—	3.33

Another area where relatively little money was utilized for maximum effect was in training. During the project, \$21,079 was allocated and spent on training; 462 people participated in the training sessions; the cost per trainee was \$45.62. Considering the high regard with which training was held and the ongoing benefit to a state in having developed a network of people skilled in this area, the cost of less than \$50 a person is noteworthy! New York State had benefitted in the beginning of the EIC program by the availability of prepared and committed people who had been trained as part of the Adult Independent Learner Project. No matter what is to be the future of the EIC project, an expanded cadre of individuals has been established imbued with the EIC philosophy of empowerment and skilled in techniques and strategies, career information, and advisement. It is also logical to assume that skills acquired will be applied to current and future tasks.

The data pertaining to cost per client, as impressive as it is, doesn't fully reflect the EIC program's magnitude. The spheres of influence extend beyond clients. Training, for instance, included non-EIC library personnel. Evidence in Chapter Four showed that this training was to some degree instrumental in introducing nonparticipating libraries to EIC-type services. Five library systems have agreed to implement special career information sections as a direct result.

The EIC project has had a profound "ripple effect." The list of unintended outcomes expands knowledge of how cost-efficient the EIC program actually was:

— Colleges, universities and training institutions are enrolling students from the previously underserved category; furthermore, the students come to the programs with clarified goals and expectations.

School and training site counselors are "freed" from the task of helping these students make fundamental decisions and adjustments. As a Regents College Degrees volunteer explained it, "Students have more information about educational opportunities at the local level, and, since educational decisions depend on career choices, they are better prepared." She added, "Fewer leave in frustration."

— Library usage is increasing as a result of the EIC program: 15.4 percent of those surveyed obtained a library card; WEBS follow-up showed library use by clients up 20.8 percent — target population clients' usage was up more — service workers, 36.5; clerical, 34.5; blue collar, 30.2.

Not only were more people using the library, but the image as a place for middle class persons only was eroding. The library-based EIC was becoming "a gate to the disadvantaged," a way of "getting into the system."

Interviews often yielded comments about how children of users accompanied parents to EICs. There may be justification, therefore, in postulating a forthcoming generation that is more "information ready."

— Members of agencies and organizations in local communities emphasized the ways in which coordination extended their capabilities during a time of limited resources. One can only estimate the savings if this were translated into dollars and cents.

— Another incalculable outcome, yet possibly of some note, is the reduction in public subsidization for those whose EIC experience enabled financial independence. The high number of women users, especially the targeted population of displaced homemakers, suggests that this may not be a negligible outcome. Even if public subsidy was not the issue, improved services to the unemployed and to career changers often result in jobs and in increased earning capacity. Wage-earner income is taxable, and the more who are employed, the greater the State's proportion of tax revenue. On the micro level, a family can be uplifted, and a pattern of defeat can be reversed for more than one generation of family members.

— The prison programs at Plattsburgh, Syracuse, and other sites, plus the training of 150 probation officers indicates that a critical mass of more enlightened, more knowledgeable people is forming to help this difficult population. There has been a need for prerelease programs sensitive to prisoners' job needs and realistic in terms of where the individual will likely live and work.

Action Outcomes

There is yet another dimension to the cost-benefit ratio of the EIC project. The client survey disclosed that

of the 856 tabulated questionnaires the rate of users who had action outcomes was 33 percent.* Action outcomes were those which resulted in finding a job or enrolling in an educational or skills training program. (See Chapter Four for description and breakdown of five action outcomes.) The survey of 850+ was drawn from a sample of users over a three month period. When projected over the survey year (1983), the sample size (5.3 percent) can be considered representative to a confidence level of 95 percent.

The 33 percent of users with action outcomes from the survey when applied (using the statistical Z score) to the total 65,000 users enables us to extrapolate that more than 19,000 users had action outcomes for that year. The number of action outcomes is even more noteworthy when viewed against the low per-user cost (\$3.33) for 1983, the most economical year of the program.

The data provided above does not include the WEBS program which conducted its own evaluation survey. WEBS reports serving approximately 1,000 clients a year for four years with such action outcome ratios as:

Employment status changes:

changed jobs	36.1%
became employed	32.8%
became self-employed	4.9%
promoted	9.8%
changed careers	4.9%

Educational changes:

enrolled in program	25.7%
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The project benefits displayed by these high percentages is commendable; yet they do not reveal the full extent of EIC impact. Action outcomes, while desirable, are not the only results that were positive: 80.8 percent found new information; 50.8 percent became more aware of interests and abilities; 45.8 percent became clearer about goals; 31.5 percent began to feel better about what they were doing; and 15.4 percent obtained a library card. It is impossible to measure these positive results, but a fair proportion of future action outcomes can be postulated based on these responses.

To summarize, the pilot EIC project in New York State can pride itself on a statewide effort positively influencing the lives of a substantial number of individuals in a notably cost-efficient manner.

* Many respondents experienced more than one outcome. When action outcomes are tabulated, instead of users who had action outcomes, the rate exceeds 40 percent.

Chapter Six

Conclusions and Recommendations

CONCLUSIONS

The previous chapters have examined the many facets of this project, which has been *in existence* nearly four years, but *in the making* for decades. The progression toward an EIC-type program seems all but inevitable. The influence of Stephen Bailey on the Board of Regents and his concept of "brokers...midwives of the future" plus the successful experiment in "freeing up lives" in Syracuse at RLS suggests how ready New York State was for a statewide career information and advisement program. However, being ready for it and needing it are not the factors that ensure effectiveness. What remains to be explored are those elements of the program that led to success. Nine such aspects are discussed, in no particular order or priority.

1. *Mission.* The EIC mission was clearly defined and articulated. The FERA site visits noted a consensus regarding goals. An EIC staff member observed during the group interview that "there was a community of purpose." Many signaled approval.

2. *Structure.* The administration of all traditional education institutions and the direction of the activities of museums, libraries, historical societies, psychotherapy institutes, proprietary institutions — degree and non-degree granting, by the New York State Board of Regents greatly contributed to the ability to consolidate. This was confirmed by an EIC-library staff person who noted that "as part of the Education Department we are educational providers. From the state level downward there is always a stress that we're all in this together. We're all governed by the Board of Regents. All the statewide committees have a librarian."

3. *History.* The record of experimentation in the state provided an important base. During the group interview, this was highlighted by several people. One insisted, "We built the EICs on a very solid basis in New York State...I think we were a model already. We were kind of chauvinistic in New York, but I think we were a model with the independent learner projects...the EIC was built on that marvelous model." Certainly, RLS and the National Center for Educational Brokering, which originated in Syracuse, impacted as well.

4. *Statewide Cadre of Committee Professionals.* The development of a cadre of committee professionals in

the library and education fields was an outgrowth of the history. Yet, without this core group who shared a philosophy based on empowerment over dependency, the most rudimentary asset of the EIC program would not have been realized.

5. *Albany Management.* The manner in which the program was managed from Albany frequently drew praise from EIC personnel. Credit for smoothing operational difficulties was expressed thus. "We did not have to struggle — administration handled details...we could concentrate on what we were supposed to be doing." Management style was to "help programs when they floundered, rather than drop them." The EIC director maintained that it was "more important to help people achieve goals."

Albany staff began with the premise that "each site had to be handled differently." Sites were urged to "think about where you are on a continuum, do the best you can where you are as an EIC."

Appreciation for these management practices was frequently expressed. While site accountability and responsibility were not jeopardized, the relationship was considered "collegial, not hierarchical." The sites thrived with this kind of support and confidence building. One member concluded, "For a small program it's been very well organized, really."

6. *Library As Site.* As one EIC staffer declared, "Libraries are one possible setting (for the EICs) and in New York State they are very appropriate settings." Actually, as another aptly phrased it, "libraries already had dedicated money to fund this (EIC) purpose and the EIC funding was too little...so it was an economic decision as much as a philosophical one." On both counts, library-based EICs had some advantages built in; there was credibility as far as information quality; there was neutrality and objectivity; librarians had an image of solidarity — they inspired trusts. People could go to one and feel that they would be treated as individuals and that their privacy would be respected.

7. *Designation of Target Population.* One staff person announced confidently, "The strength of the program is having a target population to focus on." She added, "We didn't have to doggedly pursue the target population, we could change midstream according to the needs that we found as we went." Libraries are mandated to serve all; yet, somehow having a particu-

lar target group helped to concentrate EIC efforts. As a consequence, more discernible impacts can be noted on some populations. Even though selecting a population was troublesome, often there weren't time and resources enough to determine the feasibility of reaching the population chosen, and the target populations were changed, there appears to have been merit in such focusing of efforts.

8. *Training.* Training for EIC staff was generally viewed as a project strength. According to one, training was "always helpful, but not right away; ideas need to germinate." Others concluded that there was a "nice breadth of training" and that they had gained "lots of insights." For some, the most memorable aspect was "learning what others were doing." Non-EIC staff were introduced to a "broader range of types of questions than before." As a consequence, consciousness levels were raised about what public libraries, and librarians can do when people in their communities are hit by economic conditions (job loss) or social conditions (changes in family structure and social roles).

9. *Site Selection.* For a pilot project, the selection of sites met the primary objectives of geographic distribution and diversity. Included were rural and urban sites; libraries with some basis of experience and some that were new. The only lament in Albany was that a site near the capital would have provided them with a "laboratory."

Problems

While the record of accomplishments is long, there were problems that surfaced during the pilot project.

1. Inability to secure legislation that would support an EIC program in the State was cause for discouragement. Despite efforts by many pilot EIC-site personnel and the constituencies they served, passage of key legislation has not yet occurred.*
2. While some sites have had success in marketing their EICs, the program, as a whole, has not achieved the statewide visibility that it deserves and needs if it is to receive ongoing support. A "laboratory" site in or near Albany might have been able to showcase the EIC concept.
3. Failure to conduct feasibility studies prior to designation of a target population sometimes led to a trial-and-error approach. Nonetheless, once a target group was chosen and shown to be appropriate for EIC services, EIC personnel did move effectively in outreaching their services. The ability to change target groups was viewed as a plus by EIC staff.

* In March 1984, the New York State Legislature included funding for the EIC Program in the 1984-85 State budget.

4. Obtaining educational and career information geared specially for adults was seen as a problem. Much of the printed material available in respect to occupations and career was geared to young people. Similarly, the computer program, SIGI, was geared for high school-aged people. The library tended to have more and better collections than other service providers, but the dearth of adult data was still acknowledged.
5. Training was recognized as a positive part of the program, and yet one issue persistently emerged. Those who participated in training came into the program at various skill and knowledge levels. Trainees came in at different entry points along a continuum, from totally new to the EIC concept to experienced in JIC and other experimental programs. Offering programs that would be meaningful to such a spectrum of participants was challenging. As the EIC pilot project extends into new communities, the training component would have to be structured to allow for the variance in prior knowledge and experience.

Unresolved Questions

At the end of the project, there are some questions that are still unresolved and which should be explored as part of this evaluative study. Discussion of the most important question, should the EIC program be continued, will be left for the recommendations section later in this chapter. The issues dealt with in this section can be capsulized in these three questions: Is the EIC a place or a concept? Is there an EIC model or conversely, is there a model EIC? And, finally, should the EIC be free or should there be a fee for services?

EIC: A Place or a Concept?

In New York State, EICs were based in libraries. Even in Syracuse, where the administration for the program resided at RLS, EIC services were delivered primarily through the Onondaga County Public Library. Because the decision was made at the onset to use libraries, those involved in the pilot study confined their energies and resources to implementing the best library-based EICs possible. As this report attests, a considerable amount has been accomplished. What was not attended to was the issue of alternative sites and/or delivery configurations. To some extent, RLS and Countee Cullen, where the library is the center of a formalized network of community agencies, tested, if not alternatives certainly variations of the library EIC model. In these two instances the combined strengths of libraries and other existing organizations formed the basis for the EIC.

At the focus group interview, the matter was addressed. Discussion tilted to the side of EIC as a concept, a whole package of services, that could reasonably be offered by a consortium of administrations or agencies. One person said, "There's no reason the library has to be the kingpin administrative agency, as long as the library and its resources are built into the network."

On this point there was agreement. Consensus was reached about the library as a "key resource center" that nobody else "should try to duplicate." It was generally accepted that "it would be hard, if not impossible, for another agency to replicate the quality of information." Setting up a "rival library...or reinventing the library's role" was viewed as pure folly in a time of financial retrenchment.

While the necessity of involving the library was not disputed, conversation incorporated the strengths and weaknesses inherent in library EICs. Strengths were seen primarily in terms of the information/referral capacity. Users need to have "confidence in the information that they are given." One participant maintained, "Information is a concern of every living person, what they're going to do to make a living, how they're going to be happy." Referral was seen as a natural outgrowth of the library's centrality in most communities. Based on its location and its accessibility, the library is in a position to serve the community by coordinating a number of social/political efforts, disbursing information, and giving out referrals.

Weaknesses, though less thoroughly analyzed, included the problems of many library systems with cumbersome bureaucracies and fairly rigid structures. Some administrators simply do not consider EICs as "valid library work." Most library work doesn't lend itself to long-term personal involvement, and a few administrations do not view advisement that stretches into lengthy meetings and multiple sessions as "appropriate." However, the main issue revolved around the middle class image of the library as a place where "self-motivated people" go. That image, it was felt, was "forbidding to another segment of society." The outreach endeavors of the EICs had reduced this barrier somewhat. According to an EIC coordinator, "We've had some successes. I don't think we can dream of saying we've solved the whole problem...We've extended the boundaries."

EIC: A Model

Strong commitment to library-based EICs was evident in New York State among pilot participants. Yet, there were reservations. Some libraries "may just be too archaic and conservative." There has to be strong administrative support.

Even for a library-based EIC, however, no single

model has been advanced from the New York project. Suggestions for creating conducive environments, a management approach, and a mechanism for coordinator/staff exchange and support have been generated. But it is unlikely that the New York State EIC can be totally replicated in another state. However, there is much to be learned and applied from the New York State experience. Each new EIC-type program would have to select among the basic delivery alternatives represented in New York.

There must be decisions, for instance, regarding counseling — should counseling be offered by the librarian or information purveyor as part of the program, or should it be contracted for separately from outside the delivery agent? Should a separate staff be assigned to EIC tasks exclusively, or should the tasks be totally integrated into the delivery agent's organization? The model presented by the EIC is a process model, in that each site developed a program that was sensitive to local conditions. The New York EIC project demonstrates that there are at least seven ways to go about being an effective EIC.

Free or Fee?

Quite a bit of debate on this topic, as part of the group interview, was engendered. The controversy revolved around two questions: were the services "devalued" because they were free, and can or should libraries charge for services? As to the first, the argument was posed that users might have the notion that "you get what you pay for," and since the EIC was free, "it must not be very good." The response offered to that was that "it takes a really good selling job on our part to make them realize that it's a very expensive program, only it's a public institution paying for it." Devaluation was manifested, not by people feeling that they didn't get "their money's worth," because the evaluation sheets were invariably favorable, but by being "casual about dropping appointments." An EIC coordinator, from a site that serves a largely disadvantaged community replied that her experience was very different. Charging would be out of the question. Her clients were appreciative of the services; indeed, in awe of the personalized nature of help available.

The question of charging apparently poses a basic philosophical dilemma for librarians. In systems where patrons are both affluent and poor, as in Westchester County, the problem of charging those who can pay and not charging others puts the librarian into a "position of judging who's poor and who isn't poor." Also, once fees for EIC services were introduced, what other services would become subject to fees? One person asked, "Will we start to charge for reference questions?" The real issue was that there would be a "distortion of purpose." The prevailing attitude might become, "Let's

make money." When that happens, "you start diverting your target population" and only offering those services that are money-makers.

The unaddressed question was, "Do you charge fees if that is the only way to keep a worthwhile program going?"

RECOMMENDATIONS

The EIC project speaks for itself; in fact, it has been this author's intention to let those involved be heard regarding their own programs. Based on the above iteration of strengths, problems, and unresolved questions, there are three recommendations.

1. **Continue the program.** The current EIC-pilot sites should be continued and new sites established which learn from pilot experience. Any program that has been as effective and as economical as this one deserves to survive; indeed, to lose momentum at this juncture, when services can be costed at \$3.00 a person, would be tragic. The only doubt that could arise in this regard would be related to continued need. It might be argued that with improved economic conditions, the program won't be needed. This argument can be refuted. Unemployment figures remain high in New York State, and severe pockets of unemployment persist, despite the economic upturn, in rural areas and among young adults, minorities, and women in urban areas. Predictions for the future call for fluctuations in the economy, increased technical obsolescence, and continued patterns of career changing. An EIC is sure to be very much in demand. Furthermore, it is likely to be an important complement to the new Job Training Partnership Act (JTPA).

In respect to the educational aspects of the EIC, indications show the need for information endures. The following facts were reported in *New York State Goals for Adult Learning Services*, 1981.

- The State's schools serve thousands of adult students each year with a wide variety of courses and other learning experiences. In some school districts, adult enrollment exceeds the number of young people in the public schools, and often involves one-third or even one-half of the community's adult population.
- Adults are the new majority on college campuses in New York State, comprising 54 percent of all participants (degree credit, nondegree credit, and noncredit). One out of every four students pursuing an undergraduate degree in higher education in New York State is twenty-five or older. Adults comprise more than one-third of the total degree-credit enrollment in the State, when undergraduate and graduate figures are combined.

- BOCES (Boards of Cooperative Educational Services) provide vocational and occupational training for 80-90,000 adult New Yorkers every year.
- Twenty-two thousand adults throughout the nation are pursuing Regents College Degrees offered through the State Education Department.
- Two thousand adults are pursuing college credit through televised courses.
- The State population numbers eighteen million, yet almost thirty million visits were made to our museums last year.
- Public libraries are used by fifty-one percent of the State's adult population.
- Some 700,000 workers in the state receive training each year directly from their employers.

The same report discloses that 36 percent of adults in the state (age 25 or over) lacked a high school diploma or equivalent, not including out-of-school youth or illegal immigrants and refugees.

Taking advantage of the many learning opportunities in the State will depend on individuals making informed choices. The need for educational information/advisement can be expected to escalate.

Assuming that the program continues, the following suggestions for improved programming are proffered:

Operational — As part of the process to request initial proposals for EICs, permit more time for analyses of target populations, for selecting an advisory board, and for understanding what it means to use a network.

- Encourage and enable more exchanges between sites on both formal and informal bases.
- Continue training in counseling techniques, stressing group dynamics and conducting workshops.
- Increase evaluation efforts by involving an outside evaluator in early stages and by keeping more complete records of clients and program usage.
- Reassess target populations and program mix continually to ensure that new groups with special needs are considered, and that services correspond to identified needs.

Informational — Review availability of computerized information systems for adults, and reassess costs and resource options.

- Consider feasibility of developing regional data banks.
- Work with Department of Labor, accessing occupational information for career decision making.

2. Build on coordination. If continuance of the EIC program is not feasible, or if a state or substate unit is considering providing career and education information and advisement, a library should be included as an integral part of the network. The information component is essential and, if not included, the library would have to be recreated. The basic elements of such a service, according to Bernice MacDonald, Deputy Director of the Branch Libraries of the New York Public Library, should include an information bank, counseling, supplementary supports, such as day care, scholarship/financial aid, testing, and outreach. The library can take responsibility for some of these elements directly or through referral. In addition, the library also has collateral information. No matter where the center or administrative core, the library should be involved. Conversely, the library cannot be expected to be a full service provider. Effectiveness seems to be related to the orchestration of inputs by several relevant parties.

3. Ensure appropriate pre- and in-service training. If librarians are to be part of an EIC-type network, library schools will have to expand their curricula to incorporate learning experiences which have direct bearing; networking and outreach should be high on the list, followed by skills training in planning and management. Library schools might also serve to

"bridge the gap" between the rigid mentality about what should happen in libraries and what is needed in the communities being served.

Since "librarians tend to listen to librarians," professional associations and meetings become a strategic arena for the introduction of new ideas. Mentoring has been a vital force in perpetuating the ideas and beliefs which culminated in the New York EIC. Such mentoring should be encouraged and rewarded within the library system or whatever alternative constellation of service providers is established. Several business and industrial organizations have formalized mentoring programs, while others support mentoring activities and help to create climates in which mentoring can proliferate. EICs can learn from these efforts.

The final statement has yet to be written regarding the New York EIC project. The generous Kellogg Foundation support has concluded; Federal funds are not available, and the State Legislature has failed to pass legislation that would keep the project going. The author has witnessed the struggles for existence of worthwhile programs in the past. One hates to see the demise of service providers in this area, where the need appears to be great. At this moment, all that can be done is to celebrate past accomplishments and to embolden those whose task it is to perpetuate the EIC mission.

Appendices

- A. Summative Evaluation Design**
- B. Aggregate Frequencies of the Survey on the Use of Education Information Centers (EIC)**

For anyone interested in a more extensive review of the summative evaluation process, supplementary material is available. The information includes training program information, case studies, conference call questions, and a checklist for non-EIC libraries.

The Albany EIC central office would be happy to share this information. Please address your request to:

Education Information Centers Program
Cultural Education Center/Room 5B28
Albany, New York 12230

Appendix A

Summative Evaluation Design

The summative evaluation will concentrate on assessing the EIC program in New York State by examining the impact on its multiple audiences. Primary among the audiences are the clients served at each of the pilot sites. Since the formative evaluation collected client-opinion data, the summative evaluation will focus on other EIC spheres of influence. Among the questions to be addressed by the evaluation team are those which relate to the importance of keeping the program going, whether libraries are good locations for EICs, and the cost effectiveness of EIC library programs. These general questions necessitate a multifaceted approach, essentially qualitative in nature. Answers to the above questions depend on the fullest account from each site of impact beyond direct client contact. Data from the sites during the three-and-a-half-year program suggest that the EIC program has affected the local library and the community in important ways which need to be acknowledged if meaningful calculations of cost efficiency are to be made, and if recommendations for continuation can be sustained.

As a consequence, summative evaluation efforts will emphasize the impact of EIC programs on relevant constituencies. We shall be most concerned with the following spheres of influence: the host library, the community, (which includes, but is not limited to, educational organizations, business and industry, social service providers and governmental processes), librarianship in the state and nation, and EIC staff.

The primary methodology in discerning impact will be:

- interviews with EIC-site coordinators and staff
- a focus group interview with EIC coordinators
- a focus group interview at each site with representatives from relevant constituencies
- review of documentation from each site highlighting exemplary programs or activities
- collection of case studies from each site which illustrate scope and depth of impact

- review of site reports
- review of formative evaluation site visit reports
- analysis of formative evaluation client survey

The final report will synthesize data derived from four sources:

Archival

reports, case studies, training programs, meeting agendas

Documentation

evidence of policy changes in local, state libraries
evidence of policy, procedure changes among relevant constituencies

Client Survey

client assessment of services

Interviews and Focus Group Interviews

staff and constituent assessment of EIC-program impact

The focus group interview has been selected as a data-collection activity because it affords the distinctive opportunity for involved persons to discuss mutual issues. Through such open-ended discussion regarding EIC programs, the impact of services on various systems can be clarified. Focus group sessions are tape recorded. Analysis involves organizing the content of the tapes by topics; the unit of analysis is the "verbatim quote." The quotes are anonymous; rarely is attribution made to an individual or a site. The focus group is useful when subjective information is being sought from informed participants. Findings from the focus group, in conjunction with other data sources, provide a rich source of information for decision makers.

Aggregate Frequencies of the Survey on the Use of Education Information Centers (EIC)

1. Approximately how many weeks ago did you last use an EIC?

_____ weeks

3. Approximately how many times have you used an EIC in the last year?

_____ times

2. Which EIC did you last use? (Check one)

Syracuse
Jamestown
Plattsburgh
County Cullen/Harlem
Brooklyn
Hempstead

4. Did you feel comfortable going to the library to use this service?

746	87.1%	Yes
18	2.1%	No
59	6.9%	Somewhat
33	3.9%	Omitted
856	100.0%	

5. How did you first learn about the Educational Information Center? (Check one)

236	27.6%	Librarian
151	17.6%	Friend/Relative
13	1.5%	Employer
67	7.8%	Flyer/poster/brochure
148	17.3%	Radio/TV/Newspaper
66	7.7%	Teacher
55	6.4%	Counselor
117	13.7%	Other (specify)
3	0.4%	Omitted
856	100.0%	

6. Why did you first contact the EIC? (Check *all* that apply)

476	55.6%	I needed information about jobs.
308	36.0%	I needed information about college.
264	30.8%	I needed information about special training programs.
324	37.9%	I was having trouble deciding on a career goal.
309	36.1%	I was confused about my future.

185	21.6%	I wanted to find out more about myself.
298	34.8%	I was curious about the new service.

164 19.2% Other (specify): _____

7. For each service that you used at the EIC, check the answer that indicates how helpful it was to you.

	Of The Total Respondents: (combined equals 100%)				Those Who Used Service, Found It: (combined equals 100%)							
	Those Who Actually Used Service		Those Who Did Not Answer		Very Helpful		Somewhat Helpful		Not Helpful			
	#	%	#	%	#	%	#	%	#	%	#	%
Books and pamphlets	630	73.6	226	26.4	441	70.0	178	28.3	11	1.7		
Talking with counselor	507	59.2	349	40.8	320	63.1	168	33.2	19	3.7		
Talking with librarian	519	60.6	337	39.4	323	62.2	173	33.3	23	4.5		
Group counseling	194	22.7	662	77.3	92	47.4	65	33.5	37	19.1		
Skill workshops	179	20.9	677	79.1	102	57.0	57	31.8	20	11.2		
Referral to another agency	221	25.8	635	74.2	128	57.9	68	30.8	25	11.3		
Special machines (such as SIGI or film reader)	366	42.8	490	57.2	241	65.9	104	28.4	21	5.7		
Other (describe): _____	70	8.2	786	91.8	55	78.6	9	12.9	6	8.5		

8. What, if anything, were the results of your going to the Education Information Center? (Check *all* that apply.)

692	80.8%	I found out some new information.
435	50.8%	I became more aware of my interests or abilities.
245	28.6%	I found out that I was right about what I was thinking.
288	33.6%	I received the support to do something about my situation.
392	45.8%	I became clearer about my goals.
68	7.9%	I found a job.
35	4.1%	I became confused about my education or career goals.
270	31.5%	I began to feel better about what I am doing.
44	5.1%	I enrolled in a high school or high school equivalency program.
81	9.5%	I enrolled in an adult education program.
75	8.8%	I became less happy with my current situation.
94	10.9%	I enrolled in college.
61	7.1%	I enrolled in a skill training program.
132	15.4%	I obtained a library card.
148	17.3%	Other (specify) _____

9. In general, did you find the EIC program useful?

616	72.0%	Very useful
211	24.6%	Somewhat useful
20	2.3%	Not useful
9	1.1%	Omitted
856	100.0%	

10. In the future, would you go to an EIC for *information* on education or jobs?

784	91.6%	Yes
18	2.1%	No
49	5.7%	Undecided
5	0.6%	Omitted
856	100.0%	

11. In the future, would you go to an EIC for *counseling* on education or jobs?

592	69.2%	Yes
61	7.1%	No
180	21.0%	Undecided
23	2.7%	Omitted
856	100.0%	

12. Would you recommend the EIC to a friend?

799	93.3%	Yes
17	2.0%	No
33	3.9%	Undecided
7	0.8%	Omitted
856	100.0%	

13. What is your age?

40	4.7%	Under 18
195	22.8%	18—24
307	35.9%	25—34
238	27.8%	35—54
36	4.2%	55—64
6	0.7%	65 and over
34	3.9%	Omitted
856	100.0%	

14. Highest level of education:

3	0.4%	Elementary school
13	1.5%	Junior high school
65	7.6%	Some high school
133	15.5%	High school graduate (or high school equivalency)
285	33.3%	Some college
157	18.3%	College graduate
73	8.5%	Some graduate school
93	10.9%	Graduate degree
34	4.0%	Omitted
856	100.0%	

15. Sex:

278	32.5%	Male
544	63.5%	Female
34	4.0%	Omitted
856	100.0%	

16. Current situation (check *all* that apply):

296	34.6%	Employed full-time	102	11.9%	Full-time homemaker
181	21.1%	Employed part-time	167	19.5%	Student full-time
180	21.0%	Unemployed (not FT homemaker or FT student)	150	17.5%	Student part-time
27	3.2%	Never employed			

17. Annual personal income: (Employed Full Time Only n=296)

30	10.1%	Under \$8,000	81	27.4%	\$16,000—\$23,999
148	50.0%	\$8,000—\$15,999	37	12.5%	\$25,000 and higher
296	100.0%				

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